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British Columbia

• MINISTRY OF EDUCATION •

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Anthony J. Brummet
Minister of Education

To the Honourable David C. Lam
Lieutenant Governor of the Province of British Columbia

MAY IT PLEASE YOUR HONOUR:

I have the honour and duty to present the One Hundred and Seventeenth Annual Report of the Ministry of Education, covering the period from July 1, 1987 to June 30, 1988.

Anthony J. Brummet
Minister of Education

A. L. (Sandy) Peel
Deputy Minister of Education

To the Honourable Anthony J. Brummet
Minister of Education, Province of British Columbia

Dear Mr. Minister:

I take pleasure in submitting, for your approval and transmittal to the Lieutenant Governor, the One Hundred and Seventeenth Annual Report of the Ministry of Education, covering the period from July 1, 1987 to June 30, 1988.

A. L. (Sandy) Peel
Deputy Minister of Education

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PREFACE

The Ministry of Education's annual report serves two major purposes: first, to report on the progress of the school system in meeting its objectives, and second, to provide readers with a convenient source of information about the education system.

System Objectives

The Ministry of Education bases its work on a set of 10 objectives for the education system—four goals of education, and six attributes of a quality school system.

The goals of education are:

- ❑ Intellectual development
- ❑ Vocational development
- ❑ Social development
- ❑ Human development

The attributes of a high quality school system are:

- ❑ Accessibility
- ❑ Relevance
- ❑ Professionalism
- ❑ Management and accountability
- ❑ Cost effectiveness
- ❑ Public expectations

At the centre of the education system are the students. The system is responsible for their *intellectual* development and assists in their *vocational*, *social*, and *human* development.

The means to these goals of education should be equally *accessible* to all residents of British Columbia.

The education goals are accomplished through the teaching of a *relevant* curriculum by *professional* educators.

The education system as a whole should be *cost effective* and *managed* in such a way as to be *accountable* to the public.

Finally, the education system should help define and respond to *public expectations*.

Report Structure

In this report, each of the goals and attributes is treated in a chapter. Each chapter discusses 1) possible measures of success in attaining the goal or attribute, 2) the major activities relating to that goal or attribute, and 3) the measurable results of those activities.

The measurements are of provincial rather than district level information. Other measurements are available and for more information the reader is advised to refer to the statistical appendix. The appendix also includes all of the data displayed graphically in this report. In some chapters ("Social Development" and "Human Development" in particular) few measures are reported, reflecting a lack of data. However, as the Ministry continues to orient its reporting systems to the goal and attribute framework, more measurements will be developed.

Sometimes information fits under more than one goal or attribute. This is often the case with reports about specific programs. Where this happens, the whole section is placed under the one goal or attribute that most clearly represents the over-all purpose of the section. For example, the Pacific Rim Initiatives programs involve elements of social development (exchange pro-

grams), human development (the commitment to excellence), and intellectual development. The overriding purpose of the Pacific Rim Initiatives program, however, is to make the education system relevant to changes resulting from increasingly close economic ties to Pacific Rim countries. The information about the Pacific Rim Initiatives programs, therefore, is reported in the "Relevance " chapter.

In addition to reporting information under the goal/attribute structure, this report includes supplements which provide details about major components of the education system. It is hoped that these supplements, along with a comprehensive index, will facilitate the use of this report for reference purposes.

Glossary

This report has been written with as little technical jargon as possible. Nevertheless, in a few instances it has been necessary to use words that have meanings particular to the education system. Following is a glossary of these words.

Certified Educator

A certified educator is a member of the College of Teachers and holds a certificate of qualification or a letter of permission issued by the college.

Educator

Educators are classroom teachers or administrators (principals, vice-principals and directors of instruction). Superintendents, deputy superintendents, and assistant superintendents are not defined as educators.

FTE Enrolment

Full-time equivalent enrolment is a measure of the portion of time each student spends in the classroom as a proportion of a full school day.

FTE Educator

A full-time equivalent educator is a measure of the portion of time an educator is employed, as a proportion of a school year.

Independent Schools

An elementary or secondary school that is not a public school is an independent school. Independent schools are classified as funded or non-funded. Non-funded independent schools are not dealt with in this annual report.

Group 1 Funded Independent Schools

Group 1 schools must provide an adequate teaching facility and provide a program that does not promote or foster doctrines of racial or ethnic superiority, religious intolerance or persecution, or social change through violent action.

Group 2 Funded Independent Schools

Group 2 schools must meet the criteria for Group 1 schools and must participate in provincial assessment and examination programs, provide satisfactory pupil testing, ensure that educators become certified, and agree to participate in an external evaluation process.

AIMS OF THE EDUCATION SYSTEM

In 1986/87, the Ministry began to use a framework of education goals and system attributes to provide overall direction for the system's activity. This past year a working mission statement for the system has been added to this framework.

Mission Statement

The purpose of the British Columbia school system is to enable learners to develop their individual potential and to acquire the knowledge, skills, and attitudes needed to contribute to a healthy society and a prosperous economy.

In carrying out this mission, the schools should attempt to realize the following image of an educated person.

The educated person is one who is a thinking individual, capable of making independent decisions based on analysis, reason and creative thinking. The individual is curious, capable of and interested in learning, capable of acquiring and imparting information, and able to draw from a broad knowledge base. The individual appreciates and is able to contribute to creative expression. The individual is self-motivated, has a sense of self-worth, pursues excellence, strives to be physically healthy and is able to achieve satisfaction through achievement. The individual has sound interpersonal skills, morals and values, and respects others who may be different. The educated person understands the rights and responsibilities of an individual within the family, community, nation and the world and is aware of Canada's cultural heritage. The individual is flexible and has skills necessary to function in and contribute to the world of work.

Goals of Education

The following four goals of education describe the areas on which our schools are expected to focus.

1. INTELLECTUAL DEVELOPMENT (prime responsibility of schools)

To develop the ability of individuals to analyze critically, to reason and think independently, and to acquire basic learning skills and bodies of knowledge.

To develop in individuals a lifelong appreciation of learning, a curiosity about the world around them, and a capacity for creative thought and expression.

2. VOCATIONAL DEVELOPMENT (responsibility shared among schools, home, community)

To assist in developing in individuals the means to realize their personal potential and to attain their occupational and career objectives.

To assist in developing individuals' work habits, a regard for the dignity of work, and the flexibility to deal with change and challenge in the workplace.

To assist in developing in individuals the sense of self-reliance, vision, and confidence vital to the creation of new opportunities for employment.

3. SOCIAL DEVELOPMENT (responsibility shared among schools, home, community)

To assist in developing in individuals an understanding concerning their relationship to the world in which they live, the role of the family in society, and their responsibilities and rights as citizens.

To assist in developing in individuals a sense of social responsibility, a tolerance and respect for the ideas and beliefs of others, and an ability to live and work with other people.

To assist in developing in individuals an appreciation for the fine arts and an awareness of the cultural heritage and values of Canadian society and the broader world.

4. HUMAN DEVELOPMENT (responsibility shared among schools, home, community)

To assist in developing in individuals a sense of self-worth, individualism, personal initiative, self-discipline, the importance of the pursuit of excellence, and the satisfaction gained through achievement.

To assist in developing in individuals an understanding of the importance of physical health, emotional well-being, and the work and leisure activities which contribute to a good quality of life.

Attributes of a Quality System

If the goals of education represent objectives for student development, the following six attributes represent objectives for the system as a whole.

1. ACCESSIBILITY

Universality is vital to the education provided to B.C. children. It is not enough to say that places are provided in programs throughout the Province. Real, rather than nominal, access means paying attention to the special needs of rural, gifted, handicapped, female and minority language students. Attention does not mean conceding standards but rather exploring new methods of delivery and communication in the interests of accessibility.

2. RELEVANCE

Excellence alone is not enough if the material taught is not current enough to catch the imagination of students and to relate what they learn through schooling to the real world as it exists now.

3. PROFESSIONALISM

Quality schooling depends on the quality of its teaching force. Continuing development of teaching skills will be even more important in the years to come as teachers will have to adjust to changing student composition, e.g., more primary students, and interests, e.g., more secondary students taking mathematics and sciences. Moreover, the role model that teachers provide in the classroom and in all of the other activities they are involved in is absolutely essential.

4. MANAGEMENT AND ACCOUNTABILITY

The best and most well-meaning of organizations can lose their way and fail to achieve important standards if they become preoccupied with their own existence, do not monitor and assess achievements, and do not account to the public. It is absolutely vital that schooling be monitored closely and the public informed on a regular basis of the strengths and weaknesses.

5. COST-EFFECTIVENESS

In a diverse society with an aging population, schooling is only one of many social responsibilities undertaken by government. Respecting the need to balance all social responsibilities and to make them all cost-effective is a vital component of responsible government in an increasingly competitive world economy.

6. PUBLIC EXPECTATIONS

In a democratic society, it is not enough to provide the best possible schooling. That schooling must be provided so that it helps to define and respond to public expectations.

THE SCHOOL SYSTEM

Education is a provincial responsibility. In British Columbia, the school system is governed principally by the *School Act*, *Teaching Profession Act*, *School Support (Independent) Act*, and *Education (Interim) Finance Act*.

The system provides three principal means of access to education: public schools, independent schools, and correspondence education.

Governance of the public schools is a responsibility shared between the government of British Columbia, represented by the Ministry of Education, and 75 locally elected school boards. Operation of independent schools is the responsibility of the board of directors of each school, but the Province sets criteria for funding and accreditation. Management of correspondence education is a responsibility of the Ministry of Education.

Funding of public schools in B.C. is shared between the Province and the school boards. The Province determines the funds required to provide an acceptable educational program in each district. In recent years, the Province has paid approximately 80 per cent of this cost. School boards are required to tax locally for the remainder. The Province also provides some funding for those independent schools that meet provincial requirements set forth in the *School Support (Independent) Act*.

GOALS OF EDUCATION

A major function of the school system is the development of knowledge, skills, and values which society considers important. It is generally agreed that schools have the major role in students' intellectual development and share responsibility with the family and other institutions for students' vocational, social and human development.

INTELLECTUAL DEVELOPMENT

"To develop the ability of individuals to analyze critically, to reason and think independently, and to acquire basic learning skills and bodies of knowledge.

To develop in individuals a lifelong appreciation of learning, a curiosity about the world around them, and a capacity for creative thought and expression."

The major task of the education system in B.C. is to provide students with opportunities for intellectual development. Measurements of how well the system is meeting this goal include the Provincial Learning Assessment Program results, inter-provincial and international comparisons, Grade 12 provincial examination results, and graduation rates.

The Acquisition of Skills, Knowledge, and Creative Thought

Provincial Learning Assessment Program

Each year the Ministry of Education conducts assessments in core curriculum areas. Usually directed at all students in Grades 4, 7, and 10, the assessments identify educational strengths and weaknesses. The results are used by districts to alter programs, and by the Ministry to guide curriculum revision.

In May 1987, the Ministry conducted an assessment of French programs involving 2,600 French immersion students in Grades 4 and 7. The results became available in 1988; highlights include:

- Students in Grade 4 answered an average of 65 per cent of the reading questions correctly.
- Performance on the reading questions for those students who began immersion in Kindergarten or Grade 1 was rated as "satisfactory". Grade 7 students who began immersion in Grade 6 (a few students started in Grade 7) performed, on average, eight per cent lower than early immersion students.
  A provincial interpretation panel, comprised of parents, trustees, educators, and district and Ministry personnel felt that this was a good performance for students who had been studying French for only one or two years. The panel rated this performance as "satisfactory to very satisfactory".
- Overall, student performance was rated as "satisfactory to very satisfactory" by provincial interpretation panels.
- Results from a random sample of Grade 7 students in early and late immersion programs were compared with results from native speakers of French on an oral French test. The average scores for fluency and pronunciation were highest for Francophone students, followed by early immersion students with a rating of "good", and late immersion students with a rating of "adequate". The average scores for information and description were similar for all three groups.
- Grade 7 immersion students expressed positive attitudes toward bilingualism, the learning of French, and the French Canadian culture.

- French immersion students were tested in English reading, mathematics, and science in 1984, 1985, and 1986, respectively. Results for immersion students were compared with results for students in the English program. District superintendents were asked to identify a comparison school in the regular English program for each of their immersion schools, bearing in mind the academic ability and socio-economic backgrounds of the students. The comparisons indicate that in English, reading, mathematics, and science, immersion students consistently achieved as well as or better than regular English program students.

In 1988, students participated in an English Reading and Written Expression Assessment and a French Programs Assessment. The results will be reported in the 1988/89 annual report.

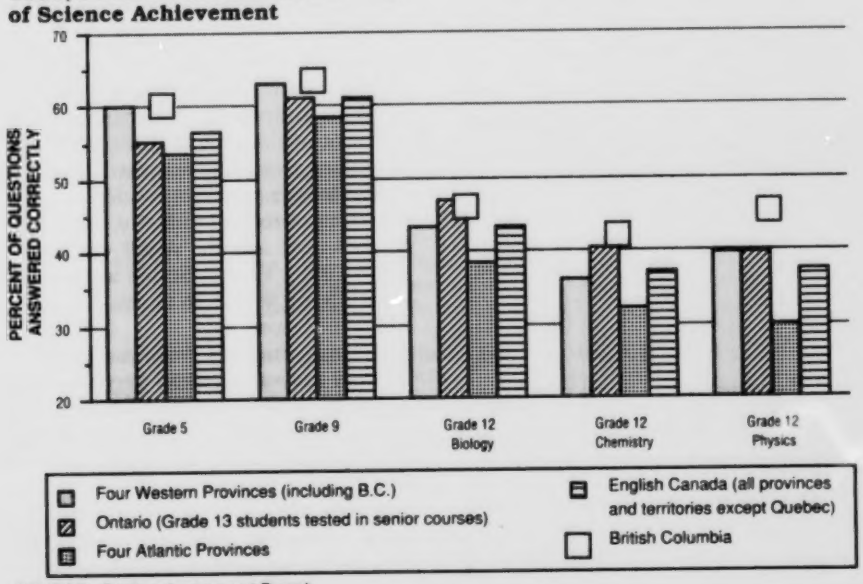
Inter-Provincial and International Comparisons

Whenever possible, the Ministry of Education participates in international studies to compare B.C. results with those of other jurisdictions. International research must deal with problems resulting from geographical differences, communication difficulties, and cultural differences. For this reason, considerable time may elapse between administering the tests and reporting the final results.

In 1983/84, B.C. students participated in an International Assessment of Science Achievement in Grades 5, 9, and 12. The assessment was conducted by the International Association for the Evaluation of Educational Achievement and involved 24 countries. Schools were sampled from all areas of British Columbia and classes to be tested were then sampled from within these schools.

Of 17 countries reporting results in 1988, Canada ranked sixth in achievement for Grade 5 students and fourth for Grade 9 students. B.C., if it had been reported separately, would have done better than Canada, ranking fifth in Grade 5 and fourth in Grade 9. Countries ranked above Canada at the Grade

Canadian Results in the 1983/84 International Assessment of Science Achievement



SOURCE: Student Assessment Branch

5 level were, in order, Japan, Korea, Finland, Sweden, and Hungary; and at the Grade 9 level were Hungary, Japan, and the Netherlands. English-speaking nations that participated included England, Australia, and the U.S.A.

Canada was ranked 11th, 12th, and 11th in biology, chemistry, and physics, respectively. British Columbia, reported separately, would have ranked tenth, eighth, and ninth in biology, chemistry, and physics respectively. Four of the 17 countries did not have results for Grade 12. One factor which probably had an effect on the Grade 12 results is that the percentage of students who take science in Grade 12 varies greatly from country to country, and Canada has one of the highest participation rates.

A comparison of the B.C. results to those of three Canadian regions (four Western provinces, Ontario, and four Atlantic provinces) shows that, excepting the Biology 12 results, the averages for British Columbia were higher than the averages for all other regions. In Biology 12, B.C. ranks second to Ontario.

In 1988, B.C. students participated in another international study that also investigated the performance of students in science. The study was limited to 13-year olds (generally students in Grade 8). The results are expected to be reported in early 1989.

Grade 12 Academic Performance

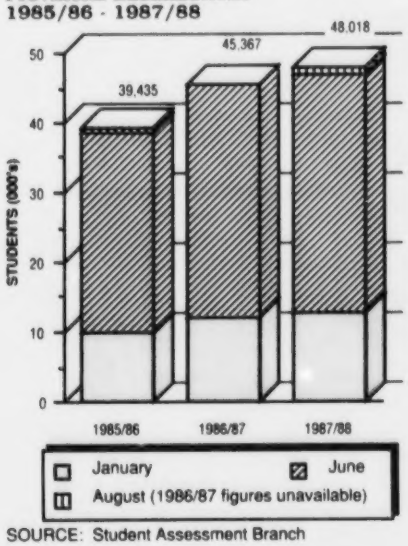
The provincial examination program ensures that students meet consistent provincial standards of achievement in Grade 12 academic subjects and that students graduating from all schools in the province will be treated equitably when applying for admission to post-secondary institutions. The program also provides useful feedback to the schools and educators for program evaluation purposes.

Provincial examinations are designed, developed, reviewed, and marked by committees of experienced B.C. teachers, who ensure the examinations reflect the objectives of B.C.'s schools and curriculum.

Provincial examinations require students to respond to both multiple-choice and written questions. The percentage of questions requiring students to respond in writing varies from a low of 25 per cent in algebra to a high of 70 per cent in English. Approximately 25 per cent of the provincial examination questions test higher-order thinking skills, 50 per cent test student understanding of topics, and the remaining 25 per cent ask for recall of specific information. Examinations are written by students who take Grade 12 examinable courses.

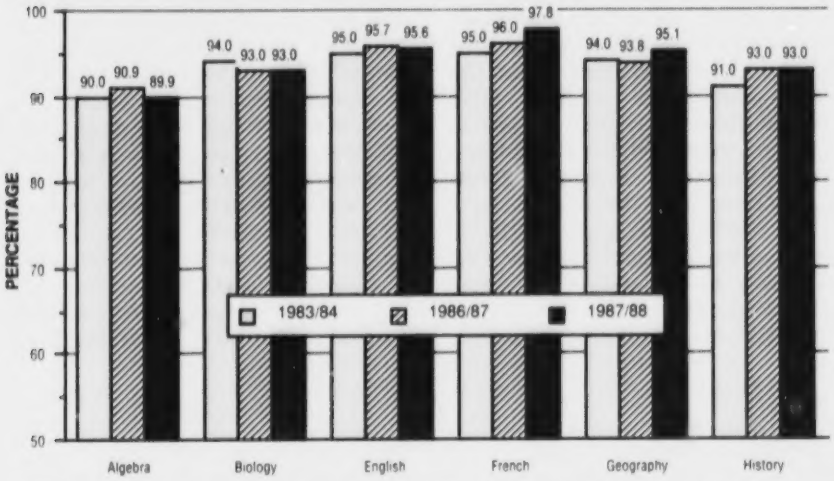
Some students from independent schools and the Yukon Territory also write B.C. provincial examinations. Because of the inclusion of these students, and because some students write at more than one session, the number of students registered to write provincial examinations in 1987/88 exceeds the number of students enrolled in public schools in Grade 12.

Number of Students Registered to Write Provincial Examinations 1985/86 - 1987/88



SOURCE: Student Assessment Branch

The Portion of Students Who Pass Selected Provincial Examinations 1983/84, 1986/87, 1987/88



NOTE: Includes students from public, Group 2 independent and Yukon schools. Results are based on combined January and June examination sessions.

SOURCE: Student Assessment Branch

Letter Grades

Letter grades are required for the reporting of achievement in Grades 7-12 and are based on the performance widely expected for that subject/course/grade/level. In each examinable subject, final letter grades are determined by combining examination marks and school-awarded marks on a 50-50 basis. School marks in courses that have provincial examinations are reported as follows:

LETTER GRADE	REPORTED RANGE OF SCORES	INTERPRETATION
A	86-100%	The student has achieved excellent performance for the subject/course/grade/level and is considered fully capable of handling subsequent work with ease at a superior level of performance.
B	73-85%	The student has achieved very good performance for the subject/course/grade/level and is considered fully capable of handling subsequent work with ease at a good level of performance.
C+ C P	67-72% 60-66% 50-59%	The student has achieved the basic standard of performance widely expected for that subject/course/grade/level and is considered capable of handling subsequent work.
F	<50%	The student has not achieved a pass standing, and it is in the best interest of the student to undertake further work in the subject/course/grade/level.
SG	N.A.	Although completion of normal requirements is not possible, a sufficient level of performance has been attained to warrant the granting of standing for the subject/course/grade/ level.

A review of the final letter grade results for examinable courses shows that there has been little change over the five years that the provincial examination program has been in place. This does not necessarily mean that the student performance has been stable over that time. It is the opinion of educators who develop and mark the examinations, and of the Provincial Board of Examiners, that the tests have actually become more difficult over the past five years. This increase in the level of difficulty was intended to challenge students to higher levels of achievement. Students have been doing as well on these tougher examinations as previous students did on easier ones.

The Provincial Board of Examiners adjusted the standards in English Literature and Communications. For English Literature, the Board felt that the standard for receiving an "A" or "B" was too high, and that a lower standard would result in more students receiving these letter grades. At the same time, the Board felt that the passing standard in Communications was too low and adjusted it upwards to provide a more challenging standard of achievement. As a result, a greater percentage of Communications students failed the course in 1987/88.

Independent Schools

Students in Group 2 independent schools must meet the same graduation requirements as students in public schools. Students in Group 2 independent schools write the Grade 12 provincial examinations and participate in the Provincial Learning Assessment Program. Independent school students' performance both on provincial examinations and on national and international tests has been comparable to that of public school students.

Higher-Level Thinking

Provincial examinations test three levels of thought: knowledge, understanding, and higher mental processes such as problem-solving, decision-making, using and manipulating data, and using reasoned analysis.

The results for the subjects of Algebra, Biology, Chemistry, English, French, and Geography show that on questions requiring higher levels of thought the performance of students declines.

The Ministry of Education is concerned about higher-level thinking and has taken steps to improve student performance in this area. The development of higher-level thinking skills is a major focus for all new curriculum planning. Provincial examination and learning assessment instruments are designed to ensure that the student's ability to think is evaluated.

Graduation Rate of Grade 12 Students

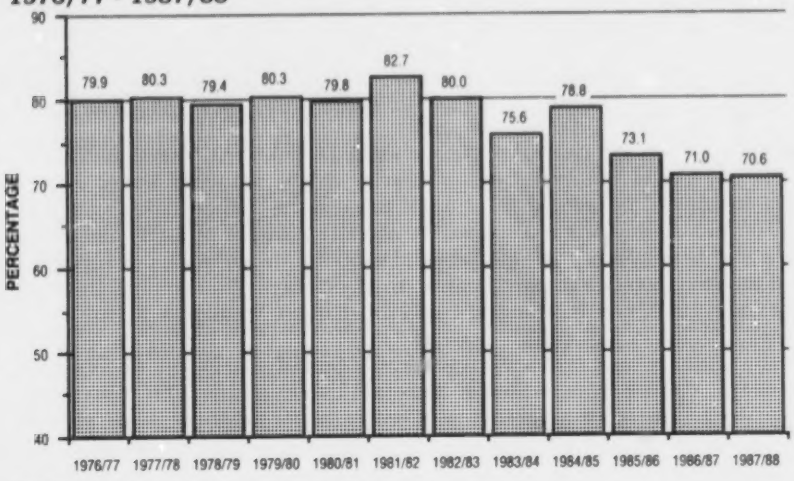
One indicator of academic success is the graduation rate of Grade 12 students. In order to graduate, students must complete Ministry-prescribed courses and write required provincial examinations.

The graduation rate of students enrolled in Grade 12 in September 1987 was 70.6 per cent.

Several factors have affected the quality of graduation data in recent years. Data collection methods have

changed almost annually since 1983/84. In addition, graduation has been made more difficult by the reintroduction of provincial examinations in 1983/84 and by revised graduation requirements introduced in 1985/86 but not fully in effect until the 1987/88 school year. As a result, the data for the period 1984/85 through 1987/88 should be viewed with caution.

Graduation Rates
(Grade 12 Graduates as a Percentage of September 30 Grade 12 Public School Enrolment)
1976/77 - 1987/88



SOURCE: Schools Research & Analysis Branch

VOCATIONAL DEVELOPMENT

"To assist in developing in individuals the means to realize their personal potential and to attain their occupational and career objectives.

To assist in developing individuals' work habits, a regard for the dignity of work, and the flexibility to deal with change and challenge in the workplace.

To assist in developing in individuals the sense of self-reliance, vision, and confidence vital to the creation of new opportunities for employment."

The Ministry has few measures of vocational development. This is partly because certain aspects of this goal depend heavily on the student's sense of personal accomplishment and would be difficult to measure. Other aspects such as the achievement of occupational and career objectives can be properly measured only over a number of years. The Ministry did measure the vocational achievements of adult students who have participated in the General Educational Development program in 1986, and is working to establish other measures for future annual reports.

The Ministry supports several programs geared specifically to vocational development. The most important of these are career preparation programs, work study/work experience programs, and programs for mildly or moderately handicapped students. Schools also provide career counselling to assist students in setting occupational goals.

Vocational development is a responsibility the school system shares with the family and community.

Realization of Personal Potential

Career Counselling

All secondary schools provide career counselling in order to help students decide on a career, to provide information about job opportunities, and to point out areas of study which will help students achieve their objectives.

Most counsellors use a computerized database of all occupations in Canada to assist students in understanding how their skills, abilities, and propensities match the real world of vocations.

The service gives students snapshots of their vocational development. The students' strengths or weaknesses in relation to particular occupations are highlighted so they know which skills to develop or enhance. This information helps students decide on their electives in their senior years. Career counselling is also the first step in both the career preparation programs and the work study and work experience programs.

Development of Work Habits; Regard for Dignity of Work

Career Preparation Programs

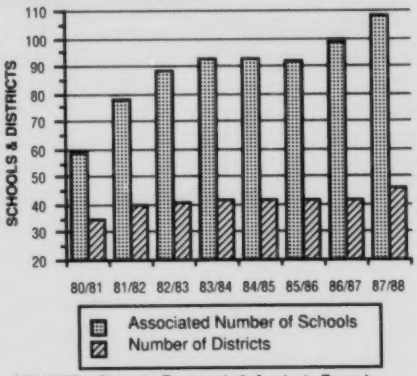
While schooling in general contributes to vocational development, career preparation programs are specifically designed to combine regular secondary school experiences with vocational studies in a selected career area. These programs provide students with opportunities for employment or entry into a post-secondary program. Career preparation programs are not offered in lieu of graduation.

All students in the career preparation programs must have good standing in the core subjects of English, social studies, mathematics, and science.

In Grade 11, the programs are comprised of course work. In Grade 12, course work is supplemented by work experience.

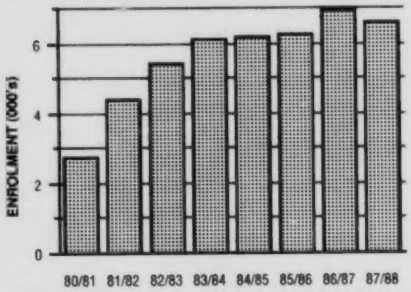
Schools are encouraged to form advisory committees composed of employers, union representatives, and educators. The committees monitor all program activities and provide a communication link between the community and the school.

Schools and Districts Involved in Career Preparation 1980/81 - 1987/88



SOURCE: Schools Research & Analysis Branch

Career Preparation Enrolment 1980/81 - 1987/88



SOURCE: Schools Research & Analysis Branch

School boards generally select programs which will improve their students' chances of local employment. During 1987/88, approximately half (108) of schools with senior secondary grades offered career preparation programs. Forty-six of 75 districts contained schools offering career preparation programs. About 6,600 Grade 11 and 12 students (nine per cent of enrolment in these grades) were enrolled in the 254 programs being offered.

Work Study/Work Experience

The purpose of the work study/work experience program is to help students explore occupations, to maintain students' interest in school, and to help students develop good working habits. Work study/work experience programs can be divided into three basic types, each type using a work situation as the source of learning experiences.

1. Work Study: The student observes work, but does not perform tasks except to understand them. At most, work study takes a few weeks. It may be tied in with a class in which occupational/career information is discussed.
2. Work Experience: The student performs tasks of the actual job under

school supervision. The work is usually one semester in length and is not necessarily related to class instruction.

3. Cooperative Education: The work the student undertakes typically lasts one semester and is closely related to instruction in school. The student works under supervision and may receive pay and credit.

Since 1974/75, the program of work study/work experience has grown from 210 schools in 43 districts enrolling 7,622 students to 312 schools in 73 districts enrolling 19,963 students.

Special Programs

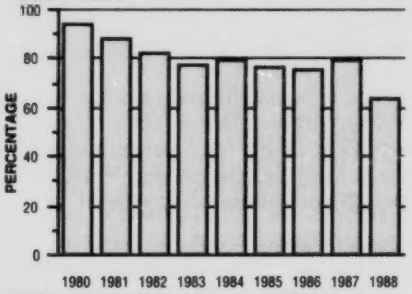
The Ministry provides job training funding for mildly or moderately mentally handicapped students. On a job site, students obtain practical work experience and skills which will increase the chances of their becoming independent when they leave the school system.

Occupational and Career Objectives

General Educational Development Testing Program

The General Educational Development (GED) Testing Program provides assistance in pursuing educational and vocational goals to adults age 19 and over who have not graduated from secondary school. Successful candidates are awarded a British Columbia Secondary School Equivalency Certificate. With the exception of 1980, 1981, and 1988, the GED success rate has remained relatively stable.

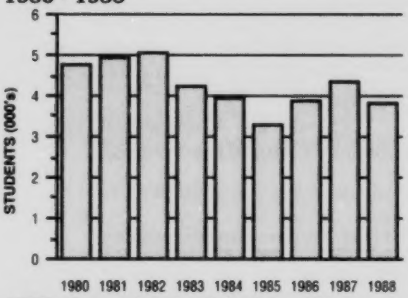
Student Success Rate in the General Educational Development Test Program 1980 - 1988



NOTE: Success Rate is the % of candidates who pass the complete battery of tests.
SOURCE: Student Assessment Branch

The Student Assessment Branch carried out a pilot study to determine the effect of successful completion of the GED on individuals' educational and vocational status. From a sample of 462 candidates who graduated from the GED program in 1986, the following information was obtained:

Student Participation in the General Educational Development Test Program 1980 - 1988



NOTE: The number of participants for 1988 is to June 30 only.
SOURCE: Student Assessment Branch

- The number of respondents who reported being unemployed after writing the GED was about 10 per cent less than the number who reported being unemployed before writing the GED.
- About 35 per cent of respondents took part in some form of post-secondary education or training after completion of the GED.
- Sixty one per cent of the educational and vocational expectations expressed by respondents were met. These expectations were to help in pursuing further education or job training, to help in finding a job, and to qualify for promotion.

Regular collection of follow-up data from GED candidates is planned. The results for 1987 graduates are not yet available.

SOCIAL DEVELOPMENT

"To assist in developing in individuals an understanding concerning their relationship to the world in which they live, the role of the family in society, and their responsibilities and rights as citizens.

To assist in developing in individuals a sense of social responsibility, a tolerance and respect for the ideas and beliefs of others, and an ability to live and work with other people.

To assist in developing in individuals an appreciation for the fine arts and an awareness of the cultural heritage and values of Canadian society and the broader world."

There is considerable activity in the school system which is relevant to social development, but the results are not well monitored or reported. The Ministry hopes to improve its monitoring of this goal in the near future.

Social development is addressed through curriculum and involvement in student exchange programs. As well, it is often within less formal structures of co-curricular activities and events that many students develop the social skills necessary for competition, fairness, and cooperation. Games, clubs, and other activities at noon hour and after school help promote the social development of students. Students are also involved in their own governance through student councils in virtually all secondary schools. The experience teaches students a great deal about social organization and the representation of other people's interests.

Understanding Relationship to World; Appreciation of Fine Arts

Curriculum

The provincial curriculum addresses topics related to an individual's role in the family, society, government, and the world. Formal instruction includes the appreciation of fine arts, our cultural heritage, and Canadian values. Specific courses include required courses such as social studies, and electives such as secondary fine arts courses, history, and geography.

Participation in the voluntary courses is an indication of student interest in these areas. Since each student's selection of courses may be restricted by school timetables and the amount of time available to the student, course selection cannot be interpreted as a strong indicator of social development.

Participation in Secondary Fine Arts Courses

Fine arts courses include music, art, and theatre. In 1987/88, 8.1 per cent of all secondary course enrolments were in fine arts courses.

Participation in History 12 and Geography 12

In 1987/88, an estimated 8,280 students enrolled in History 12 and an estimated 8,512 students enrolled in Geography 12. Approximately one quarter of the Grade 12 students take one or both of these courses. This proportion has been relatively constant in recent years.

Respect for Ideas and Beliefs of Others

Student Exchange Programs

Student exchange programs offer unique opportunities for social development, and the Ministry is directly involved in the coordination of a number of these programs. The three major programs are the Interchange on Canadian Studies, the German Exchange program, and the French Exchange. The Pacific Rim Initiatives Program (discussed in detail on page 34) also has a major exchange component. As well, there are many district- and school-initiated exchange programs.

Interchange on Canadian Studies

Approximately 400 Grade 11 students, representing all provinces and territories, attend a five-day conference to exchange ideas and hear speakers on topics of national concern. The 1988 Interchange on Canadian Studies will be held in Regina.

German Exchange

The German Exchange program is a six month exchange with students from the Federal Republic of Germany. The 1987/88 program was the largest to date, involving 55 students from 12 districts representing 17 public and three independent schools. The 1988/89 program will involve 51 students from 20 public schools and one independent school.

French Exchange

The Ministry assists with exchange placements for French language students who receive funding under a number of federal programs.

HUMAN DEVELOPMENT

"To assist in developing in individuals a sense of self-worth, individualism, personal initiative, self-discipline, the importance of the pursuit of excellence, and the satisfaction gained through achievement.

To assist in developing in individuals an understanding of the importance of physical health, emotional well-being, and the work and leisure activities which contribute to a good quality of life."

The Ministry addresses human development through curriculum and programs such as the scholarship programs and the Passport to Education program. School-assisted co-curricular activities also have a role to play in human development.

Measurements of success in human development would be primarily measurements of attitude. A naturally gifted student achieving only 80 per cent when fully capable of achieving 99 per cent may not be developing a sense of the importance of excellence. An average student who, through effort and self discipline, achieves that same 80 per cent is demonstrating a commitment to excellence. At this time the Ministry has no direct measurements for human development, but is able to report on activities directed to this goal.

Pursuit of Excellence

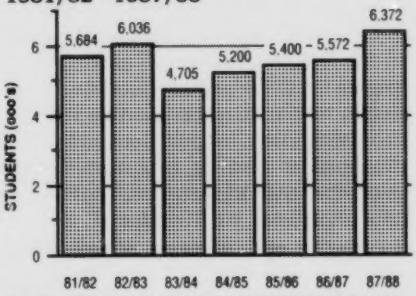
Scholarship Examinations

The Ministry of Education provides scholarships to students who do well in special scholarship examinations. Scholarships are awarded to students on the basis of Standard Ministry Scores. The 20 highest-ranking candidates each receive $2,000, while the remaining qualifying candidates each receive $1,000. The scholarship examinations cover the regular curriculum, but they focus on higher-level thinking.

In 1987/88, examinations were written by 6,372 students. This continues a trend of increasing participation. The scholarship program is optional and the gradual increase in participation may indicate a greater commitment to academic activities.

The number of scholarships is limited to three per cent of the Grade 12 enrolment and the Standard Ministry

Student Participation in Scholarship Examinations 1981/82 - 1987/88

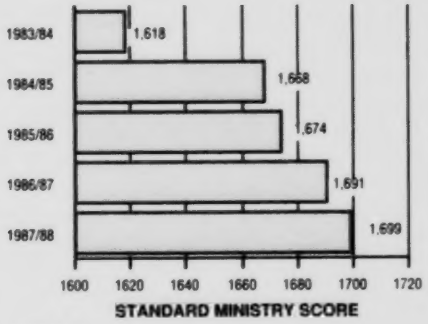


NOTE: Includes some Group 2 Independent School students.

SOURCE: Student Assessment Branch

Score required for receipt of a scholarship has been rising. In the 1983/84 school year, the score was 1,618; by 1987/88, it was 1,699.

Ministry Score Required to Receive a Provincial Scholarship 1983/84 - 1987/88



NOTE: Scholarships are awarded to the 3% of students enrolled in Grade 12 achieving the highest combined results on three Provincial and Scholarship examinations.

SOURCE: Student Assessment Branch

In 1987/88, scholarships were awarded to 1,174 students enrolled in public or independent schools.

In addition to the provincial program, the Ministry also provides district awards and scholarships. These awards recognize students who are identified by their school district as excelling in programs which emphasize vocational courses, technology, or the visual and performing arts. One per cent of the Grade 12 students in each district is eligible to receive district awards of $500. Each award-winning student is also provided with a $500 voucher that can be redeemed upon acceptance into a post-secondary institution. In 1987/88, 381 students received district awards.

If a district does not have a provincial scholarship winner, a provincial grant of $1,000 is provided to the highest ranked scholarship student who satisfies the qualifying criteria. In 1987/88, seven districts received provincial scholarship grants.

Passport to Education Program

The Passport to Education program was initiated during the 1987/88 school year. The program was designed both to recognize current achievement and to promote greater effort and achievement in the future. It allows students in Grades 9-12 to accumulate financial credits which may be used to further their education in post-secondary institutions or training programs recognized by the Ministry of Advanced Education and Job Training.

At the end of each school year, schools award credits to the top 30 per cent of students in each of the four grades. At least two thirds of the weighting in determining awards must be on course grades, while the other third should depend on locally developed criteria including effort, citizenship, and community involvement.

After four years of successful participation in the Passport to Education program, a student will be eligible to receive a total of $800. The amounts earned in each year range from $125 in Grade 9 to $275 in Grade 12. In June 1988, approximately 11,000 students became eligible to claim $275 upon enrolment in a recognized educational or training program.

The Passport to Education program is open to students in full-time attendance at B.C. public secondary schools, Group 2 independent schools, or the Ministry of Education correspondence school. Students in the Adult Secondary School program are also eligible.

Shad Valley

An intensive summer program for senior high school students, Shad Valley encourages participants to reach their full potential in the areas of business and technology. All students attend a wide range of lectures and seminars at participating campuses, and many students work part of the summer for employers who provide them with challenging projects.

Shad Valley is run by the Canadian Centre for Creative Technology (based at the University of Waterloo in Ontario), and is supported by private businesses, industries, and government.

Since the introduction of Shad Valley at U.B.C. in 1986, 112 students from B.C. have participated in the program. This year, 36 students took part, 24 of them at U.B.C. The B.C. Ministry of Education sponsored four of the students.

Physical Health; Emotional Well-Being

Curriculum and Family Life Programs

Physical Education

The Physical Education curriculum for elementary and secondary schools is designed to develop the attitudes and knowledge necessary for an active, healthy lifestyle. The curriculum also is intended to increase students' leadership skills.

Family Life Programs

The new Family Life Education program for Grades 7-12 presents information about human physical and social development, reproductive biology, and disease prevention. The program stresses family expectations and social roles as well as personal responsibility and careful decision-making.

The Ministry has also addressed the issue of child abuse through the provision of special teaching materials for elementary schools. Emphasis is placed on raising elementary students' awareness and on teaching decision-making skills so students are able to cope in a situation that may put them at risk. Materials will also be developed for working with special needs children.

The *Inter-Ministry Child Abuse Handbook* is being revised to reflect recent federal and provincial legislative changes.

Curriculum for child abuse prevention programs was developed for intermediate grades during 1987/88.

The Ministry has supported activities which assist educators in developing skills for counselling victims of abuse. The activities are also designed to help educators familiarize themselves with the issues of child abuse. The Provincial Child Abuse Prevention Education Committee responds to Ministry initiatives, and Committee members act as trainers for in-service activities sponsored by the Ministry.

ATTRIBUTES OF A QUALITY SYSTEM

The Ministry of Education measures the success and achievement of the system in terms of student development and system attributes. The six attributes which characterize a quality system are dealt with in the following chapters.

ACCESSIBILITY

"Universality is vital to the education provided to B.C. children. It is not enough to say that places are provided in programs throughout the Province. Real, rather than nominal, access means paying attention to the special needs of rural, gifted, handicapped, female and minority language students. Attention does not mean conceding standards but rather exploring new methods of delivery and communication in the interests of accessibility."

Since the beginning of the British Columbia school system more than 100 years ago, a major aim has been to ensure that all students throughout the Province have equal opportunity to attend school. Although school districts offer a greater or lesser variety of courses in accordance with community wishes and local resources, it is the aim of the system that no student's education will be adversely affected by his or her location in B.C.

The concept of equal access means more than simple geographical access. It means that programs for student development should be accessible equally to all students, regardless of geographical location, ethnic status, physical or mental disabilities, special abilities, or gender.

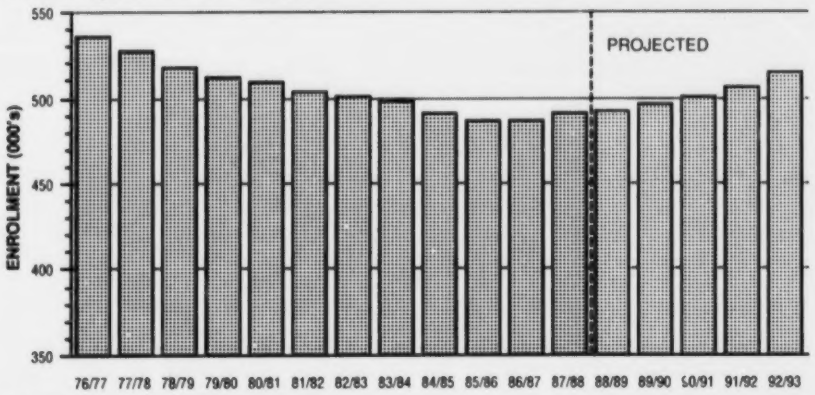
The following section discusses general enrolment trends and Ministry-supported efforts which help the smaller schools and districts offer a range of educational programs. A discussion on financial policies designed to enable districts across the Province to offer students equal access to programs is found in "Supplement 3: The Financing of Elementary and Secondary Education in British Columbia".

Enrolment

In September 1987, the public school system enrolled 491,234 students, including 38,885 students in kindergarten, 260,501 students in Grades 1-7, and 191,848 students in Grades 8-12.

Enrolments are often described in terms of full-time equivalents. Full-time equivalency is a measure of the portion of time each student spends in the classroom as a proportion of a full

Public School Enrolment Trends, 1976/77 - 1987/88, with Projections to 1992/93



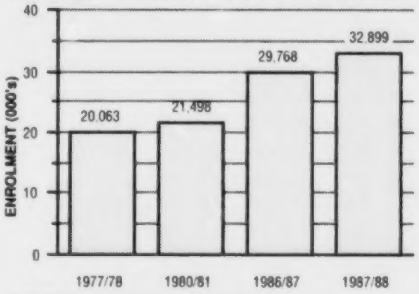
SOURCE: Schools Research & Analysis Branch

school day. In 1987, there were 471,134.14 full-time equivalent students, including 19,442.50 in kindergarten, 260,501 in Grades 1-7, and 191,190.64 in Grades 8-12.

Funded independent schools are now found in most major communities and enrol approximately six per cent of the province's students. Independent school enrolment has undergone a steady increase of approximately six per cent per year since 1977. During the 1987/88 year, the waiting period for an independent school to become eligible for government funding was reduced from three years to one year. This change permitted a sudden increase in the number of funded independent schools.

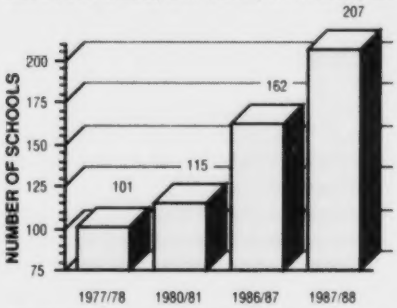
In September 1987, an estimated 25 per cent of all four-year-old children were enrolled in school. Although attendance is compulsory only from ages seven through 14, approximately 100 per cent of all five to 15-year-old children were enrolled in school. About 92 per cent of all 16-year-olds and 73 per cent of all 17-year-olds were enrolled.

Growth in Independent Schools
Headcount Enrolment
1977/78, 1980/81, 1986/87, 1987/88



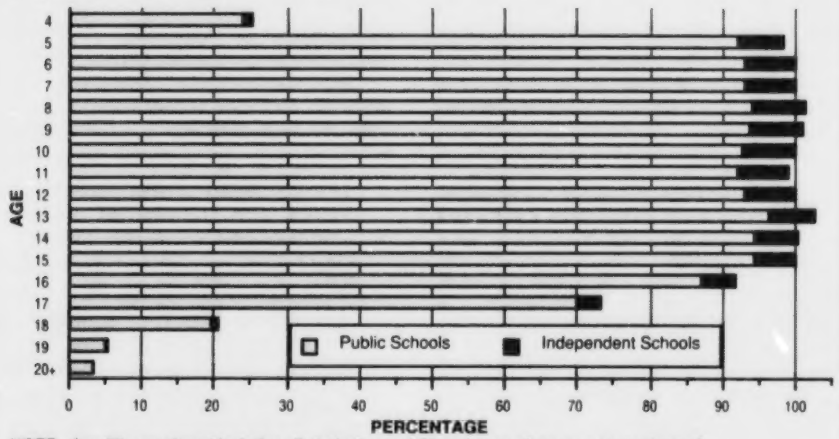
SOURCE: Independent Schools Branch

Growth in Group 1 & 2
Independent Schools
1977/78, 1980/81, 1986/87, 1987/88



SOURCE: Independent Schools Branch

Enrolment in Public and Independent Schools as a Percentage of the Estimated Population, by Age:
September 30, 1987



NOTE: Age 20+ enrolment includes all students aged 20 and over, given as a percentage of population aged 20 only.

NOTE 2: Because population figures are estimates, actual enrolment may exceed 100 %.

SOURCE: Schools Research & Analysis Branch and Statistics Canada;

Correspondence Education

All qualifying B.C. residents can register for and receive correspondence instruction 12 months a year. Correspondence instruction provides access to the education system for students who, for one reason or another, do not have access to regular schools.

Students may take correspondence courses to provide background or prerequisites for career programs or specific jobs. Because full-grade correspondence students may become socially isolated, the Ministry accepts such students for correspondence programs only with the recommendation of the local superintendent of schools.

Elementary enrolment in correspondence instruction is down four per cent from last year, whereas secondary enrolment is up 11 per cent.

The Fort St. John Regional Correspondence School demonstrated that secondary school correspondence course completions increased significantly when the students were served by a regional centre rather than from Victoria. As a result, the Ministry has established another regional school in Prince George and is planning to add two new regional schools (North Coast and South Vancouver Island) in September 1988. All four regions will handle elementary and secondary programs.

Special Programs

Special education refers to programs and services for students who are either handicapped or gifted.

There are two programs which the Ministry includes under special programs which are not traditional special education programs and are not treated as such by most other jurisdictions. These programs are Indian Education and English as a Second Language. Together they had a funded enrolment of 33,095 students, or 53 per cent of the total 1987/88 funded enrolment in special programs. The reason these students are identified as being in special programs is to allow the Ministry to target funding for their particular requirements.

Among individual school districts, the proportion of children enrolled in special education programs, excluding English as a Second Language and Indian Education, ranged from five per cent to 11.9 per cent in 1987/88.

Enrolments in special programs have varied over time for a number of reasons. Among the major reasons for variation are: changes in the classification of students because of improved diagnostic services; increased availability of special programs (students may now be placed in programs that more precisely match their needs); decreased mortality rates in children with severe handicaps; decreased numbers of hearing impaired children (most of the decrease is related to a reduced incidence of rubella); and increases in the demand for English as a Second Language.

In 1987/88, students in cost-shared special programs accounted for approximately 13 per cent of the B.C. school population. In the last five years, special programs enrolments have increased by approximately 12 per cent, while total enrolment has declined by approximately two per cent.

The Ministry has taken a number of steps to increase integration of handicapped students into regular schools.

- Grants are given to societies which provide language simulation experience and training to preschool children who are deaf or blind. The children receive a head start to their education and they are less likely to fall behind when they enter school.
- Under the CHANCE program, the Ministry of Education funds personal care attendants for severely handicapped students. Having a personal attendant allows the student to receive an education in a regular classroom.
- In 1988/89, a new service level will

be implemented in order to deliver an appropriate level of service to students who have more than one severe physical handicap.

- The Ministry made a major purchase of electronic receiver units that enable hearing impaired students to better participate in regular classroom activities.

The Ministries of Health and Education cooperated to develop a system which will provide speech/language services to children in 10 school districts in the more remote regions of the Province. The Ministry of Education has also announced the creation of special education technology centres. These centres will provide diagnostic and prescriptive services for children who require communication and technical aids.

Educators who have experience with students in special programs participate in curriculum development to ensure that gifted students are challenged and that appropriate modifications are suggested for handicapped students. In the case of severely handicapped students, the Ministry focuses on suggesting teaching strategies and developing a consensus on the special outcomes expected of these programs.

Special education teachers are encouraged to prepare individual educational plans—programs tailored to the student but within the framework of the four goals of student development.

Modern Languages and Multicultural Programs

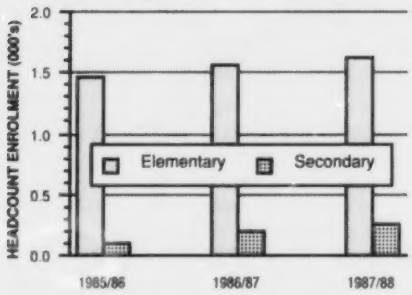
French Programs

The British Columbia school system offers instruction in French to students whose mother tongue is French (Programme Cadre de Français) and as a second language (French Immersion and French as a Second Language).

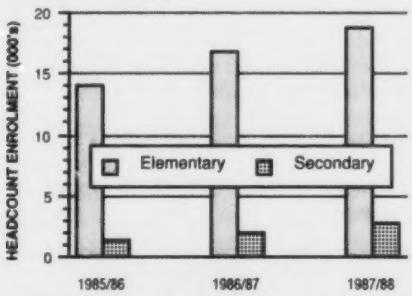
French Immersion is a program designed primarily for students whose native language is not French. Most districts with a school population of more than 3,000 now offer a kindergarten to Grade 12 French Immersion program. Students in the early immersion program start at kindergarten or Grade 1, while students in late immersion programs enter the program at Grade 6. Programme Cadre de Français is designed for students with a francophone background. All secondary schools offer French as a Second Language at the Grade 8 level.

In the Immersion and French as a Second Language (elementary) programs enrolment is up considerably over the past year, possibly as a result of federal

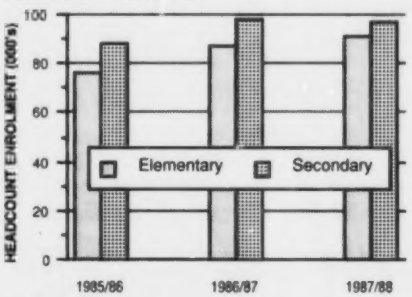
Programme Cadre de Français
1985/86 - 1987/88



French Immersion
1985/86 - 1987/88



French as a Second Language
1985/86 - 1987/88



SOURCE FOR ALL THREE GRAPHS: Schools Research & Analysis Branch

and provincial government support of these programs and of the growing awareness of the advantages of speaking both official languages.

The Ministry has completed the second year of a pilot project designed to help small/remote districts teach French as a Second Language. The program provides in-service training to educators with little or no French background who are teaching French at the elementary level. The Ministry also assists those teaching multigrade Programme Cadre classes. In 1987/88, 20 educators were given a series of five in-service workshops.

Other Languages

In addition to French programs, a number of other provincially authorized languages are offered at the secondary level. These include Mandarin Chinese, Japanese, German, Latin, Spanish, and Italian.

Meeting the Needs of Minorities

When discussing the success of the school system in meeting students' needs, it is important to consider the performance of minorities and traditionally disadvantaged students.

Information on the performance of minority students is not readily available. Provincial records do not report the performance of students by ethnic origin, so any analysis of the performance of minority students is limited, as is the Ministry's ability to identify weaknesses and to plan for improvements.

Some changes have occurred in 1987/88. For example, during 1987/88, the provincial and federal governments signed a new Master Tuition Agreement to improve access to the public school system for Status Indian students. The Agreement requires the Province to conduct regular evaluation of Indian students' progress to ensure that they achieve parity within the system. As well, school districts and Indian bands may negotiate their own local agreements, thereby improving the ability of bands to define the needs to which attention should be directed.

The Ministry intends to work closely with districts to increase the level of participation of representatives of minority communities to ensure their input into educational planning and to develop more accessible, appropriate education programs for these groups.

Small School District Task Force

The 17 small school districts in B.C. are rural in nature, cover a disproportionately large area of the province, and enrol up to 1,200 students each. These districts typically have their own educational needs and aspirations. In February 1987, a task force on small school districts in B.C. was formed to determine the quality of education provided to each district and to identify areas of need.

Recommendations for improvement were prepared by the task force. Many of these already have been acted on or are under consideration. A major recommendation was for the Ministry to continue to monitor the quality of education in small school districts and to consider further ways to enhance programming throughout the province. The task force concluded that small school districts are educationally effective, efficient, and responsive to local needs.

Small Secondary Schools Project

A project to assist small secondary schools was organized in 1986/87. Eighty-seven schools enrolling 100 or fewer students in Grades 11 and 12 participated in 1987/88.

The Ministry and districts cooperated in the development of alternative instructional approaches to enable these schools to offer a wider range of courses.

Instructional packages for Physics 12, Biology 12, and Chemistry 12 are being sent to the schools, and similar materials are being developed for Geography 12, History 12, and English Literature 12.

The Ministry also assisted districts with the purchase and installation costs of satellite dishes for small secondary schools, allowing the schools access to a variety of educational channels.

In addition, the Ministry provides a Homework Helpline to assist students in senior secondary mathematics and science courses.

Opportunities for Adult Students

School districts and the Correspondence Branch of the Ministry of Education offer a number of opportunities for adults to continue their education.

In September 1987, 2,392 students aged 19 or over were enrolled in regular public schools. Adults can also register for correspondence courses throughout the year. During the 1987/88 school year, adult correspondence course enrolment was 3,278.

In the 1987/88 school year, 21 districts, with the support of the Ministry of Education, offered a range of adult education programs. Part-time adult students accounted for approximately 156,000 enrolments in all program categories.

Media Learning Resources

The Ministry acquired and developed video programs and micro-computer software as part of the Physics 12 package used by correspondence students and students in small secondary schools.

To help educators and students gain greater access to a wide range of learning resources, the Ministry continued to evaluate, acquire, and distribute video programs and microcomputer software. By negotiating provincial duplication rights for programs, the Ministry allows districts to acquire media resources at low cost. In 1987/88, the Ministry continued with a pilot program to sell video programs directly to schools to help with the development of school-based video collections.

Videos and software were purchased to support Chemistry 11/12, the immersion and cadre programs, family life, and social studies. Materials for Geography 12, History 12, English and language arts, business education and French as a Second Language were evaluated for acquisition in1988/89.

Female Enrolment in Mathematics and Science

Although 49 per cent of the September 1987 Grade 11 and 12 public school population was female, enrolment patterns in specific courses do not always reflect that percentage. In geometry, probability and statistics, trades mathematics, and physics, for instance, female enrolments were 40 per cent or less. In algebra, biology, and chemistry, the percentage of females enrolled was 47, 59, and 47 per cent respectively.

It is possible that the lack of female role models explains why enrolments in certain courses are disproportionate to the percentage of total female enrolment. In 1987/88, only 14 per cent of secondary science educators were female; for mathematics the percentage was 17. While the lack of female role models may partially explain the enrolments of 40 per cent or less, it would not explain enrolments which reflect or exceed the total female enrolment. It is possible that young women are less intimidated by courses traditionally considered 'masculine' and that their awareness of career opportunities in these fields is growing.

RELEVANCE

"Excellence alone is not enough if the material taught is not current enough to catch the imagination of students and to relate what they learn through schooling to the real world as it exists now."

It is important that a school system provides an education that is seen both by students and society as relevant to their needs. Programs, courses, and resources should relate to current developments in the academic and employer communities. In general, relevance is achieved through curriculum. However, programs such as student exchanges and scholarships can also help make the system relevant. The major measures of relevance are subject area enrolment and withdrawal rates.

The Pacific Rim Initiatives program, introduced in 1987/88, is a multi-faceted program designed to ensure that our education system prepares students for the changes that will be brought about by British Columbia's increasingly close economic ties with Asian Pacific countries. It is a major attempt to make British Columbia's schools more relevant to the province's future.

Curriculum

Relevance depends to a large extent on curriculum content. In B.C., curriculum development is primarily the responsibility of the Ministry of Education, which develops provincial curriculum with the assistance of educators. Districts may also offer locally developed courses to meet the needs of their communities. When new curriculum is introduced into the school system, the Ministry produces the appropriate correspondence course as soon as possible.

All districts offer the provincial course of studies, and all students must successfully complete certain provincial courses in order to graduate.

Curriculum Changes

British Columbia's curriculum is under constant review to ensure that it is relevant. The following section summarizes curriculum changes of 1987/88. Further information is given in " Supplement 2: The Curriculum Development Process".

Mathematics

Changes to the Grades 1 to 8 curriculum included an emphasis on problem-solving skills, an emphasis on the use of manipulative materials for instruction, increased emphasis on the mental calculations required when using calculators, and increased time devoted to geometry.

Curriculum changes for Grades 8-12 included introducing data analysis skills, greater emphasis on problem-solving, the use of geometry to develop logical thinking skills, and the mandatory use of calculators in Grades 9-12. An alternative curriculum for students experiencing difficulties in mathematics at the junior secondary level was also introduced.

Social Studies

A new social studies curriculum is being phased into Grades 8 through 11. The application of knowledge of history and geography and the other social sciences form the basis of the curriculum. The new curriculum encourages students to analyze issues confronting past, present, and future Canadians, and to recognize their Pacific Rim neighbors and global partners.

Science

A new curriculum for Chemistry 11 and 12 was introduced to the schools in 1987/88. The new curriculum was accompanied by new learning resources (textbook, laboratory manual, video programs, and computer software).

Family Life Education

The new family life education curriculum for Grades 7-12 was introduced to the schools in the 1987/88 school year. The response to the new program from educators and parents has been positive.

Teaching materials for family life education were made available to school districts in September. Districts may use these materials or locally developed teaching materials, as long as curriculum topics are covered.

As part of a more complete assessment of the program, a sample of Grade 7, 9, and 11 classes throughout the Province was asked to write tests before and after the program was taught. The results will be available for next year's annual report.

Subject Area Enrolment

A variety of courses offered in Grades 11 and 12 provides students with the opportunity to design a program which is relevant to their needs and aspirations.

In 1986/87 and 1987/88, students could make their selection from approximately 150 provincially authorized courses, as well as from locally developed courses.

Changes in course enrolments often follow curriculum requirements. For example, the recent elimination of physical education as a compulsory senior secondary course has reduced its enrolment, while the concurrent introduction of family life education as a compulsory course has resulted in significant enrolment increases. Enrolment in the core subjects of English, science, and social studies increased since 1986/87, while enrolment in mathematics has declined slightly.

Withdrawal Rates

Students who do not attend public school regularly or who withdraw from school completely may not find school relevant.

A withdrawal is a student who enrols in the public school system in September and leaves the system during the school year. However, not all students who withdraw from the system cease to attend school. Students who withdraw may also have transferred to an independent school or to a school out of the province.

The withdrawal rate is calculated by dividing the number of students who withdraw during the school year by the number of students who were enrolled in September.

A student who left school, then reentered and left again, is counted as two withdrawals. This pattern is common, so withdrawal rates are high estimates of the number of students who leave school permanently.

In 1987/88, the provincial average elementary withdrawal rate was less than one per cent, though the provincial average secondary withdrawal rate was 7.29 per cent. An analysis of in- and out-migration, based on Family Allow-

ance data, indicates that families with students in secondary grades are no more likely to move than are families with students in elementary grades. Thus, the higher withdrawal rate in secondary school is likely because students leave school after they reach age 15.

It is unlikely that all students who withdraw from school do so because it is not relevant. A student might, for example, withdraw because of economic circumstances.

Students in rural districts are slightly more likely to withdraw from school than are students from urban districts. However, some urban districts had a withdrawal rate of 10 per cent or greater, while some small rural districts had a rate of less than five per cent.

Pacific Rim Education Initiatives

The nations of Pacific Rim are a rapidly growing economic and social presence. To help B.C.'s school system maintain a staff and curriculum that is relevant to this development, the government initiated several activities under the Pacific Rim Program. These include the Pacific Rim Scholarship Program, study sessions and exchanges, student placements in Asian Pacific countries, and Language courses in Japanese and Mandarin Chinese.

A total of $2.4 million was approved for Pacific Rim initiatives in 1987/88. Pacific Rim activities now occur in 65 school districts and 46 Group 2 independent schools as a result of the program.

Pacific Rim Scholarship Program

The Pacific Rim Scholarship program, initiated in the 1987/88 school year, provides Grade 12 graduates with funds to study for one academic year in an Asian Pacific country. A committee of businessmen, university professors, administrators, and educators selected 10 scholarship winners and three alternates from the 115 June 1988 graduates who applied to the program. Each school could have up to three candidates. The selection criteria included academic excellence and interests, personal attributes indicating potential success in cross-cultural situations, personal goals, and potential contributions to the Province, the country, and the world.

Ten scholarships with an average value of $20,000 were awarded. Four of the recipients are studying in Japan, two in China, two in Thailand, and two in Singapore. The students will be placed in educational language and culture programs in their host countries, and will be expected to learn as much about their host countries as possible. They have undertaken to share their knowledge and experience with their own communities when they return to B.C.

Study Sessions and Exchanges

Approximately 300 B.C. educators plan to attend study sessions in Pacific Rim countries during the summer of 1988. Activities will include attending lectures; visiting and obtaining resource materials from schools, businesses, architectural and historical sites; and meeting with educators and administrators.

The Ministry participated in 19 exchange teacher placements from B.C. to Japan, 11 internship placements from Japan to B.C., and a pilot exchange program between Kawaguchi, Japan, and Victoria, B.C.

Student Placements

Approximately 150 students will be provided with the opportunity to learn first-hand about the cultures, customs, and living styles in different Asian Pacific nations, including China, Malaysia, Hong Kong, and Taiwan.

Language Courses

In future years, Pacific Rim Education Initiatives will include Japanese and Mandarin language classes starting at Grade 6. Language training programs for teachers are being developed, as is a monitor program which will bring native Asian speakers into classrooms to assist students in pronunciation and conversation.

PROFESSIONALISM

"Quality schooling depends on the quality of its teaching force. Continuing development of teaching skills will be even more important in the years to come as teachers will have to adjust to changing student composition, e.g., more primary students, and interests, e.g., more secondary students taking mathematics and sciences. Moreover, the role model that teachers provide in the classroom and in all of the other activities they are involved in is absolutely essential."

It is important to staff schools with well trained professionals who recognize the diversity of students' needs, and for the Ministry to assist educators in obtaining current information on educational matters. It is generally assumed that the quality of the teaching force is strongly affected by formal training leading to certification, experience, and in-service training.

Education and experience are considered particularly important. The system rewards formal training by paying educators with degrees more than educators without degrees. Educators' salaries increase as their experience increases. And minimum levels of training are required before an individual is certified to teach.

Although the Ministry collects a great deal of information on the experience and training levels of the teaching force, studies have not yet shown a clear, measurable relationship between these levels and student achievement. The Ministry will continue to work towards developing measures of this relationship.

The College of Teachers

Most of the *Teaching Profession Act* came into effect January 1, 1988, establishing the College of Teachers as the professional body regulating public school and some independent school educators in B.C.

This act established B.C. as the only jurisdiction in North America where teachers have statutory responsibility for their profession.

The major responsibilities of the new professional association include defining academic and professional qualifications for educator's certification; providing professional development programs and activities designed to improve the quality of teaching and education in public schools; and investigating allegations of professional misconduct or unethical behavior and, if necessary, disciplining College members.

Public school teachers and administrative officers (vice-principals, principals, and directors of instruction) are required to be College members.

The establishment of the College and concurrent changes to labour legislation under the *Industrial Relations Reform Act 1987* also changed the relationship between teachers and school boards.

Public school teachers may now organize unions to negotiate terms and conditions of their employment, including salaries. Teachers have formed unions in all 75 school districts. Most agreements under the old legislation expired on June 30, 1988, and the first collective agreements must be negotiated. Administrative officers are excluded from union membership.

Formal Education

Public Schools

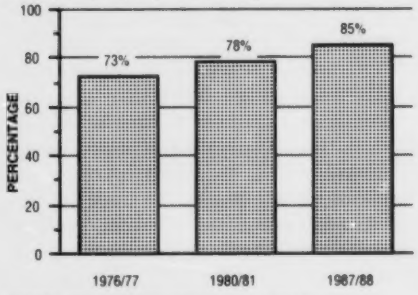
Over the past decade the number of educators with undergraduate and graduate degrees has been increasing. In 1976/77, 73 per cent of all school-based educators had a university degree. By 1987/88, 85 per cent had a university degree. In 1976/77, 12 per cent of the degrees were at the masters or doctoral level; by 1987/88, the proportion had risen to 20 per cent.

A preliminary estimate of the formal training of high school educators in selected subjects, based on data presented by the educators, shows the following:

- For industrial education, music, physical education, English, French, and art, at least 70 per cent of the educators reported having taken three courses or more in the subject taught.
- Half the educators teaching business education have not completed three or more courses in that subject.
- About 40 per cent of mathematics educators have completed fewer than three university courses in that subject.

Of all educators, about nine per cent are in administrative roles. This is a slight increase over the September 1986 percentage, which was the lowest since 1976/77.

School-Based Educators with Degrees 1976/77, 1980/81, 1987/88



NOTE: Board Office educators are not included.

SOURCE: Schools Research & Analysis Branch

Independent Schools

All educators in Group 2 independent schools must be certified within five years of the schools' receiving Group 2 classification. A certified educator has a certificate issued by the B.C. College of Teachers or a certificate issued by the Inspector of Independent Schools. In 1987/88, of 1,238 elementary and 817 secondary teachers in Group 2 schools, 70 per cent had the College of Teachers' certificate, 27 per cent had certificates issued by the Inspector, and three percent had certification in progress.

Experience

The level of experience of teaching staff has increased over the last decade.

From 1976 to 1987, the proportion of educators with 10 or more years of experience rose from 34 per cent to 63 per cent. In that same period, the proportion of educators with only one to four years of teaching experience dropped from 32 per cent to 10 per cent.

In-Service Training and Professional Development

Educator Exchange

International and inter-provincial educator exchange programs, administered by the Ministry, provide professional development opportunities for B.C. educators. During the 1987/88 school year, 240 educators applied to participate in exchange programs. Thirty educators were placed in the United Kingdom, 48 in Australia, four in the United States, and nine in other Canadian provinces. Pilot programs are being developed under the Pacific Rim Initiatives program for educator exchanges to various Asian Pacific Rim countries.

School Improvement Activities

In 1987/88, workshops were presented to school staffs and district administrators on effective schools, planning educational change, school assessment, and staff development.

Grants totalling $65,300 were distributed to 64 schools and 15 districts for school improvement activities. The Ministry maintains a school improvement network which includes all schools in the Province and 950 educators throughout the Province. This network provides up-to-date information on school improvement efforts made by districts and schools, current information on the Young Writers Network in the Province, and research updates on planned educational change, staff development, and school culture.

The Ministry continued to perform a clearinghouse role by distributing lists of exemplary programs in the Province gathered through the school improvement grants and secondary school accreditation. Many school improvement activities have focussed on the four goals of education and the six attributes of an effective school system. Judging from individual responses, contacts with schools and districts, and the 1986/87 survey of district and school personnel, the school improvement program is well received.

Curriculum Implementation

Orientation activities for new curriculum usually take place just prior to and during the year in which a new or revised curriculum is introduced. "Summer institutes" are co-sponsored by the Ministry and one of the B.C. universities. Where appropriate, these programs are given regionally.

During the summer of 1987, summer institutes were offered as follows:

- Mathematics 1-3;
- Social Studies 1-11;
- Mathematics 4-7; and
- Family Life Education 7-12.

During the first year of implementation, one-day workshops are offered at zone conferences co-sponsored by the Ministry and the school districts. Conferences were held during the 1987/88 school year in each of the Province's 11 zones.

In the spring of 1988, the Ministry announced increased funding to support implementation of new and revised programs and purchase of related equipment. Significant support levels have been introduced to school district budgets to support local implementation activities. Within the Program Development Division, a new branch will be functioning in September 1988, to coordinate program implementation activities and to assist districts and small secondary schools with implementation concerns. These plans will address concerns identified in the 1987/88 Auditor General's evaluation of the curriculum function which concluded that the implementation process required improvements.

Educator Evaluation

Evaluation of Educator Performance

Educators inform the Ministry of the year in which they last received an evaluation from a principal or superintendent. In September, 1987, approximately 74 per cent reported that they had been evaluated since 1983.

Cancellation of Certification

Until December 31, 1987, section 15(g) of the *School Act* authorized the Lieutenant Governor in Council to suspend or cancel teaching certificates for cause. Professional misconduct and unethical behavior normally represented cause for the purposes of suspension or cancellation of certification.

Since 1979/80, there have been 57 certificate cancellations. The cancellations largely reflect the number of educators accused of child abuse. In the 1986/87 school year, 20 certificates were cancelled, and an additional 14 were cancelled up to December 31, 1987. Some cancellations were the result of accusations made two or three years ago, and the incident of abuse may have occurred many years before.

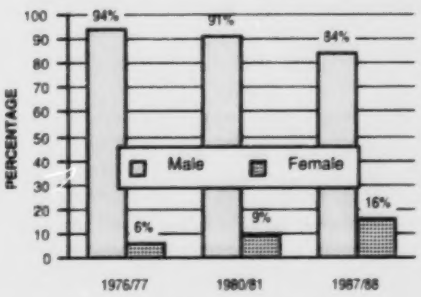
Under the provisions of the *Teaching Profession Act*, educator discipline is now the responsibility of the Council of the College of Teachers. A number of outstanding cases that were not heard under the provisions of the *School Act* have been referred to the discipline committee of the College for investigation and further action.

Women in the Teaching Force

Although women form the majority (56 per cent) of the teaching force, they represent a minority of secondary school educators. Approximately one third of the secondary school teachers are female, while approximately two thirds of elementary teachers are female.

The number of women in school administration (principals and vice-principals) is small, but since 1976/77 has grown from six per cent to 16 per cent.

Principals and Vice-Principals by Gender 1976/77, 1980/81, 1987/88



SOURCE: Schools Research & Analysis Branch

MANAGEMENT AND ACCOUNTABILITY

"The best and most well-meaning of organizations can lose their way and fail to achieve important standards if they become preoccupied with their own existence, do not monitor and assess achievements, and do not account to the public. It is absolutely vital that schooling be monitored closely and the public informed on a regular basis of the strengths and weaknesses."

The Ministry of Education is committed to achieving a high standard of management and accountability. It has recently completed a major planning process to improve its operations, particularly in the area of accountability. The Ministry regularly monitors, assesses and reports on programs throughout the system.

Planning

In 1987/88 the Ministry published a three year plan to improve its data collection systems for public schools. The plan will accommodate new information generated at the school district level.

The Ministry also continued to refine its strategic planning process with the establishment of the following set of five-year objectives:

- school programs will be consistent with the mission and goals of the school system;
- government-approved actions arising out of the Royal Commission will have been implemented;
- key partners (educators, business, labour, government) will be involved in the development of new policies and directions;
- educators and the public will receive comprehensive, easy to-understand reports on the state of education;
- all interest groups will have confidence in education; debate will occur using the same base of accurate knowledge; public confidence in education will increase;
- Pacific Rim Initiatives will be reflected in educator training and in-service and school programs;
- there will be an open exchange of formal and informal information between the Ministry and the field;
- improving the overall management of responsibilities and developing a high degree of professionalism will continue to be ongoing priorities.

Each of the Ministry objectives is supported with more specific objectives at the department and branch levels.

Monitoring, Assessment, and Reporting

Special Education

The Special Education Branch provides a service to small school districts by conducting, on request of the school district, reviews of all of the district's special education programs. Three district reviews were conducted during the year.

Secondary School Accreditation

Each B.C. school enrolling Grade 12 students is periodically required to complete the provincial accreditation process. In 1987/88, there were 214 such schools. All schools undergo accreditation at least every 6th year.

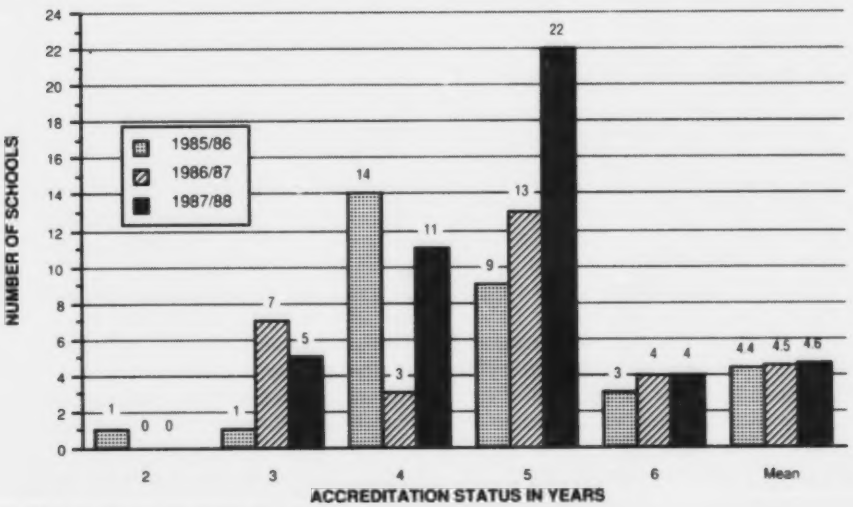
Accreditation serves four major purposes: to ensure that schools review their performance; to subject those reviews to external evaluation; to report results to the public; and to develop plans to improve performance.

During the 1987/88 school year, 42 schools in 28 districts completed the Provincial Secondary School Accreditation Program.

All schools participating in the program were accredited for periods of three to six years. Schools accredited for five or six years meet all educational requirements and are considered to be competently managing their own educational services. Schools accredited for three or four years are satisfactory in most respects, but require improvement in specific aspects of their operation. Schools accredited for one or two years need significant improvements.

A revised accreditation process, employing a different rating system, began to be tested in 1987/88. The new process focusses on student outcomes and the development of school improvement plans to address identified problems.

The Number of Years for which Secondary Schools were Accredited 1985/86 - 1987/88



SOURCE: Program Evaluation Branch

School District Annual Reports

Accountability is an important issue for education systems across North America. In B.C., the public has identified four goals of education and six attributes of a quality system as objectives of the school system.

An information profile provides every school and school district in the province with data about their performance in addressing the goals and attributes.

Some districts use these data to produce a report describing the district's performance for the board of school trustees and /or the public. The Ministry collaborated with one district,

Nechako, to produce reports for the board and the public that might be used as models for other districts.

The Ministry is trying to establish a relationship whereby all 75 districts would provide the Ministry with a copy of any annual report published by the district for either the school board or the public. Twenty-eight districts provided copies in 1987/88.

Ideally, these reports should reflect the goals and attributes and should focus on topics such as student performance on provincial examinations, graduation rates, withdrawal rates, district performance in meeting objectives, and providing better service to students. Such reports would give readers in each district a very clear picture of what the district was doing in terms of student performance.

Public Reporting

A main communications objective of the Ministry is to clearly explain major education issues and events to school districts and the public. Information is provided through Ministry publications, information and policy circulars to school districts, news releases and news conferences, and direct responses to letters and phone enquiries. Publications include *Education Facts*; *Education Report*, a monthly newsletter to schools; *What's New in Education*, a twice yearly broadsheet; various information packages on new programs such as the Pacific Rim Initiatives and the Passport to Education; and the annual report on education. Forty-one news releases were issued to the media in 1987/88, and a communications plan for receipt, distribution, and implementation of the Royal Commission on Education was developed.

Independent Schools

The *School Support (Independent) Act* provides for two levels of independent school classification for funding: Group 1 and Group 2. These schools must be operated for at least one year by a nonprofit society incorporated under the *Society Act*. These schools must have a minimum enrolment of 10 elementary or 15 secondary students of whom 50 per cent must be qualifying students as defined in the Act.

Group 1 schools must utilize an adequate teaching facility and offer a program of studies which does not promote or foster doctrines of racial or ethnic superiority, religious intolerance or persecution, or social change through violent action.

Group 2 schools, in addition to satisfying the requirements for Group 1, must offer a curriculum that meets the instructional time requirements in specific subject areas as determined by the Minister of Education, and the schools must participate in the provincial assessment and examination programs. Independent schools that receive provincial grants are subject to regular evaluation and monitoring. Of the 207 independent schools that were funded during 1987/88, 110 were officially evaluated or monitored.

In 1987 the *School Support (Independent) Act* was amended to permit non-funded independent schools to obtain, at their own expense, "Voluntary Accreditation" status from the Ministry. The requirements for "Voluntary Accreditation" are similar to those for a Group 2 school. Non-funded independent schools may be operated for profit. In 1987/88 one non-funded school was accredited.

COST-EFFECTIVENESS

"In a diverse society with an aging population, schooling is only one of many social responsibilities undertaken by government. Respecting the need to balance all social responsibilities and to make them all cost-effective, is a vital component of responsible government in an increasingly competitive world economy".

In 1987/88, the British Columbia public school system required $2.1 billion to operate.

A cost-effective system may be defined as one which is economical, efficient, and effective. The following chapter provides a discussion of these three aspects of cost-effectiveness and makes some general observations about the cost-effectiveness of the system.

Economy

An economical system is one where resources are obtained in appropriate quantity and quality, and at the lowest possible cost.

To date, no indicators of success in achieving this objective are available.

Efficiency

Efficiency is a measure of how well resources are being used to accomplish particular standards in educational activities. One intended outcome of the system is the graduation of students. Three indicators of how efficiently this is accomplished include the relationship between education spending and the provincial economy, the cost of graduating a high school student and per pupil spending.

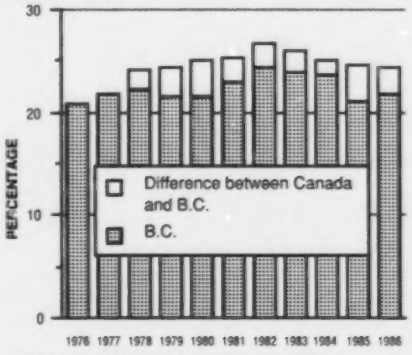
Education Spending and the Economy

The relationship between education spending and the economy can be expressed as an index. This index shows the relationship between the gross domestic product (value of the goods and services produced in the provincial economy) and spending on education. The index is calculated by dividing education spending per pupil by the gross domestic product per person.

In British Columbia, the relationship between spending on education and the economy follows a pattern that is similar to the national average.

Further, B.C. spends proportionately less on K-12 education. This is partly because a smaller portion of the population is of school age in B.C.

Education Spending and the Economy 1976 - 1986



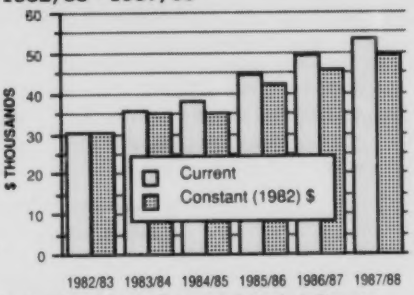
NOTE: Canadian data for 1976 and 1977 are not available.

SOURCE: Schools Research & Analysis Branch; Council of Ministers of Education, Canada; Statistics Canada

The Cost of Graduating a High School Student

The cost of graduating a high school student is calculated by dividing the total operating costs during the 12 years each graduate was theoretically in the system, by the resultant number of graduates. An efficient education system would graduate the maximum number of Grade 12 students for the minimum cost. Given a fixed level of "quality" in each graduate, a system which improves this relationship is improving its efficiency. It should be noted, however, that graduation requirements have increased, with possible cost consequences. Also, the proportion of special education students is increasing, making it more costly to bring students to Grade 12 graduation standards.

Cost of Graduating a High School Student in Current and Constant Dollars 1982/83 - 1987/88

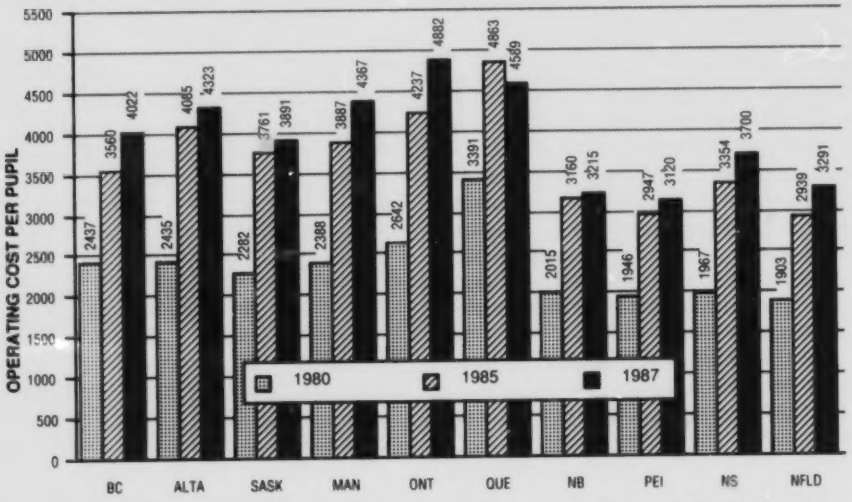


SOURCE: Schools Research & Analysis Branch; Central Statistics Bureau, Ministry of Economic Development

The Cost of Educating a Student for a Year

In 1980, British Columbia ranked third in operating costs per pupil. In 1985, the Province ranked sixth, with school boards in Alberta, Saskatchewan, Manitoba, Ontario and Quebec budgeting more per pupil than those in B.C. By 1987, B.C. was preliminarily ranked fifth in per pupil funding.

Operating Cost per Pupil by Province 1980, 1985, 1987



NOTE: Because of variations in the method of reporting operating costs per pupil, caution should be exercised in comparing results by province.

SOURCE: Schools Research & Analysis Branch; Council of Ministers of Education, Canada

Effectiveness

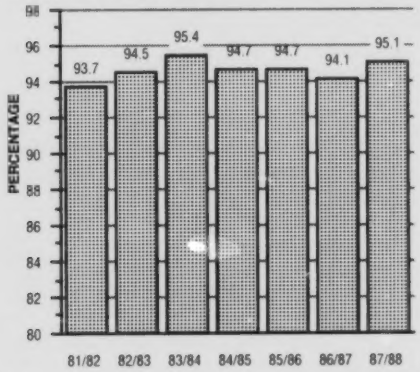
An effective system is one which attains its intended goals. Ideally, an effective system would graduate all students, and all would be "quality" graduates. By graduating a student, the school system has achieved the goal of educating that student to an acceptable level of performance.

Graduation rates are a measure of effectiveness only if graduation standards remain constant. It would be possible to reduce the requirements to the point that anybody who enrolled in Grade 12 would graduate. This would hardly be an indication of increased effectiveness. However, in B.C. revised graduation requirements and mandatory provincial examinations have increased graduation standards in recent years.

Although a comprehensive statement of the education system's effectiveness is impossible at this time, three useful measures are available. They are the portion of the population in school, the likelihood that students in the school system will graduate, and the portion of the population with high school graduation.

The Portion of the Population in School

Portion of the School Age Population in Public Schools 1981/82 - 1987/88



NOTE: The school age population is assumed to be 5-17 years of age.

SOURCE: Schools Research & Analysis Branch; Ministry of Economic Development, Central Statistics Bureau

One indicator of effectiveness is the ability of the school system to retain students. All else being equal, an effective system will retain or increase the portion of the population in school.

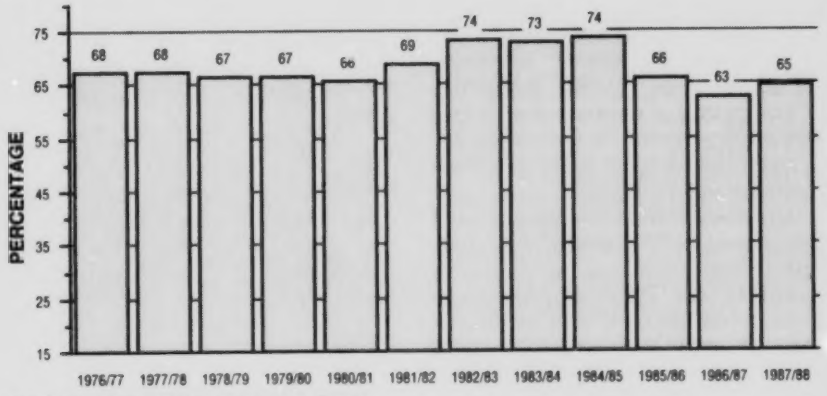
A student's choice to stay in school is affected by mandatory ages of attendance; parental choice; programs offered by the schools; and economic, social, and community conditions.

The Likelihood of a Student to Graduate

The likelihood of a student to graduate is calculated by dividing the number of students graduating by the total Grade 1 enrolment 11 years earlier. All else being equal, the higher this rate of persistence is, the more effective the system has been in program delivery.

The probability of a student graduating is affected by economic and social conditions that are beyond the control of the school system. The most important of these conditions is net migration. If both student capability and social and economic conditions remain relatively constant, an increase in the likelihood of students to graduate is a reasonable indication of system effectiveness.

The Likelihood of a Student to Graduate
1976/77 - 1987/88

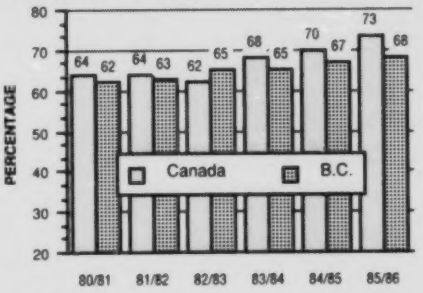


SOURCE: Schools Research & Analysis Branch

The Portion of 18 Year Olds Who Have Graduated

The ratio of high school graduates to the 18-year-old population also provides a measure of system effectiveness in educating the population. A high percentage of high school students graduating is desirable, and although this percentage can be affected by conditions extraneous to schools, graduating a constant portion of the population is achievable.

British Columbia/Canada Comparison:
Graduates as a Percentage of the
18 Year Old Population
1980/81 - 1987/88



SOURCE: Statistics Canada

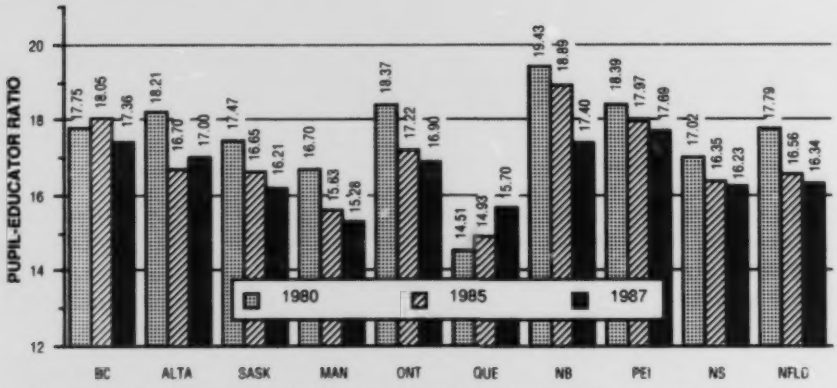
Measures of Services to Students which Potentially Affect Cost Effectiveness

Pupil-Educator Ratios

One measure of service to the public school system is the pupil-educator ratio. This is determined by school boards through their hiring practices and the size of their budgets.

Data supplied by the Council of Ministers of Education, Canada, provides an inter-provincial comparison of recent pupil-educator ratios. British Columbia's pupil-educator ratio has been relatively stable since 1980, while all other Provinces except Quebec have had declining ratios. As a result, B.C.'s pupil-educator ratio of 17.36 (September 1987) is estimated as being third highest in 1987, exceeded by Prince Edward Island and New Brunswick. B.C. was sixth highest in 1980 and second highest in 1985.

Pupil-Educator Ratios by Province
1980, 1985, 1987

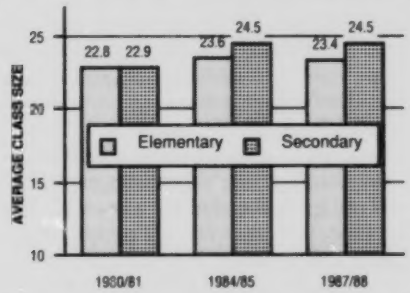


NOTE: Because of variations in the definition of an 'educator', caution should be exercised in comparing results by province.

SOURCE: Schools Research & Analysis Branch; Council of Ministers of Education, Canada

Average Class Size

Another measure of service to the public school system is class size, the number of students actually in a classroom. While average class sizes do not show the wide range of class sizes, they do provide a constant measure of this relationship over time. The decline in the number of educators since 1976/77 has not led to corresponding increases in average class size.



Average Elementary and Secondary Class Size
1980/81, 1984/85, 1987/88

NOTE: Beginning in September 1984, average secondary class size excluded special education enrolment. This serves to increase the average class size relative to previous years.

SOURCE: Schools Research & Analysis Branch

Cost-Effectiveness

Education is a complex system which provides many services, including:

- services to students with a variety of needs, including minorities and disadvantaged children;
- academic programs;
- guidance and counselling to students; and
- response to parental and community expectations.

At this time, to say that the public school system is or is not cost effective would be an over-simplification, and the Ministry has not drawn any conclusions in this regard.

Current information regarding cost-effectiveness is limited. In addition to reflecting the school system's primary objective of graduating students with the best possible skills and knowledge, measures of cost-effectiveness should reflect fluctuations in the number and type of students enroling in the system, changing standards and graduation requirements, the "quality" of graduates, and other measures of student performance.

A conclusive statement about cost-effectiveness would address all of these components of cost-effectiveness. At this time, such measures are not available.

PUBLIC EXPECTATIONS

"In a democratic society, it is not enough to provide the best possible schooling. That schooling must be provided so that it helps to define and respond to public expectations."

Perhaps the most important examination of the degree to which the education system met public expectations in 1987/88 was the Royal Commission on Education. For over a year, the Royal Commission held public hearings on the education system. The Commission visited 89 communities and received 2,350 written and oral submissions between March 1987 and June 1988, providing the people of B.C. with an opportunity to express their views about the education system. The Commissioner was due to report to government in July 1988.

One way the Ministry stays in touch with public expectations is regular consultation with the field and the wider community. Consultation is carried out both formally, through a variety of advisory working committees, and informally, through contacts with educators and others.

The Ministry consults with superintendents, secretary-treasurers, curriculum revision and program development committees, representatives of various community and professional organizations, and others. The Ministry also maintains a close relationship with education advocacy groups and professional organizations. Further, the Ministry answers every letter and brief received from members of the public and the education community.

The degree to which these efforts are successful in meeting public expectations is partially reflected in surveys of public opinions and public expectations. Public opinion about, and public expectations for, the public school system were surveyed during the 1987/88 school year. The results represent the public's perception of what they believe to be the state of schools in British Columbia.

WHAT DOES THE PUBLIC EXPECT?

The Place of Public Education in Society

Recent public opinion surveys indicated that most B.C. residents saw education as a priority in ensuring a prosperous economy. About one-third felt it should be government's top priority. They believed nations with the best educated populations would be most successful. Residents believed the focus of the education system on English and math will help to ensure an individual's ability to be flexible in a changing work place. They tended to believe the future prosperity of the Province will increasingly depend on its relations with Pacific Rim countries, rather than the United States.

Public Education: Leadership and Finance

The public perceived education to be a responsibility shared by parents, schools, and the larger community. However, government was seen as ultimately responsible for providing leadership. A large majority of the public believed that confrontations between the various members of the education community jeopardize the quality of education. The need for consultation among all education groups was seen as a high priority. Further, the public believed the quality of education is most likely affected by, in order of priority, the competence and education of teachers, the level of government funding, and parental involvement. This is consistent with the public's positive image of teachers.

Even though there have been significant increases in funding in recent years, funding from the province was viewed by many as being too low and as having decreased. This perception was held in spite of recent large increases in government grants, including those in 1986/87 ($23.4 million) and 1987/88 ($42.4 million), and the announced increase of $165.7 million for 1988/89 budgets. Additional spending was considered appropriate by the public only if it improved the quality of education.

HOW SATISFIED IS THE PUBLIC?

The "Image" of Public Education

The majority of British Columbians rated the public education system as a "C." This suggests that the public thinks schools perform only a "fair" job. Most of the population believed that the school system is producing a population which cannot read and write adequately. The 1988 provincial assessment of reading, to be reported in the 1988/89 Annual Report, will address the appropriateness of this perception.

About one-third of the public believed the system has deteriorated in the last five years, although a similar portion believed it has improved. A higher portion believed it has improved since they were students.

About one-quarter of the population felt B.C.'s education system is worse than that of the rest of the country, while only about one in ten rated it better (the remainder rate it about the same). Similar portions of B.C.'s population rated Canada's education system as worse or better than other industrialized nations. These views seem to contradict the results of the 1983/84 international science assessment (the most recent international data which are available). That study indicated B.C.'s students outperformed their counterparts in the rest of Canada. Further, B.C.'s students performed very well compared to students from the other 16 nations in the study.

If money was no object, more than half of the population would choose to send their children to an independent school. The main reason cited was the perceived quality of education provided by independent schools.

About two-thirds of the public believed that the value obtained for money spent on education is only fair or poor, and less than four in ten residents believed the system is changing to meet challenges that will face the province in the 21st century. The public has these perceptions in spite of evidence that the system is responding, for example, to the changing demographic composition of the population (e.g.: increasing number of students requiring second language programs).

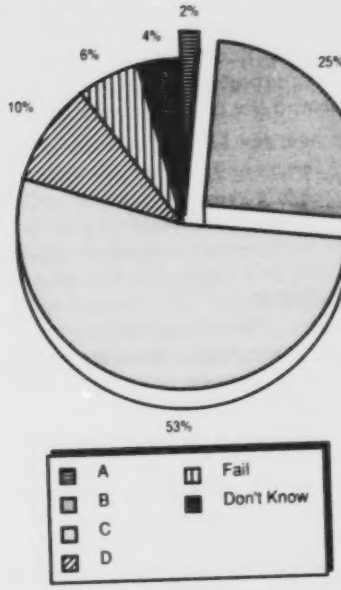
Comparisons with Public Opinion in the United States

The recent (1988) Gallup Poll of public attitudes towards public schools in the United States allows some comparisons to be made. Because questions were not worded the same, caution should be used in interpretation.

Evaluation of Public Schools

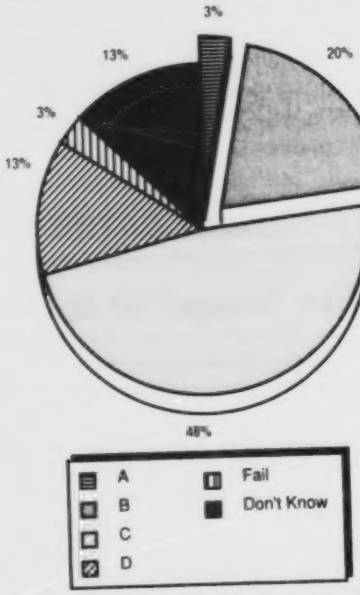
In general, British Columbians gave their public schools a better rating than did their counterparts in the United States, where a high portion of the population was unsure how to rate the nation's schools.

Grading of Public Schools in British Columbia



SOURCE: Public Opinion Surveys

Grading of Public Schools in the United States



SOURCE: Phi Delta Kappan, September 1988

The Role of Education in Society

British Columbians and Americans both rated their education systems as important to the province's/nation's future. In B.C., 85% of the public identified education as vital to a prosperous economy. Similarly, 88% of the public in the United States identified "developing the best education system in the world" as very important for the nation's strength in the future.

Conclusion

Considerable effort is being made to obtain information about the expectations of all members of the education community, including the public. However, neither that effort nor the positive features of the B.C. school system are being conveyed to the public. Perceptions held by the public often do not seem to reflect what is happening in schools. Many positive features remain unrecognized, including the strong performance of students, the levels of commitment and cooperation within the education community, and efforts to keep the system current to the changing needs of society.

CONCLUSION

The Ministry of Education's 1987/88 annual report summarizes the progress of the Province's school system in meeting its objectives and answers the question, "What does the public receive for its more than $2 billion annual expenditure on education?"

The system has ten broad objectives, including full or shared responsibility for the intellectual, vocational, social, and human development of students. Further, the system is intended to be accessible, relevant to the needs of students and society, professional, accountable, cost-effective, and responsive to public expectations.

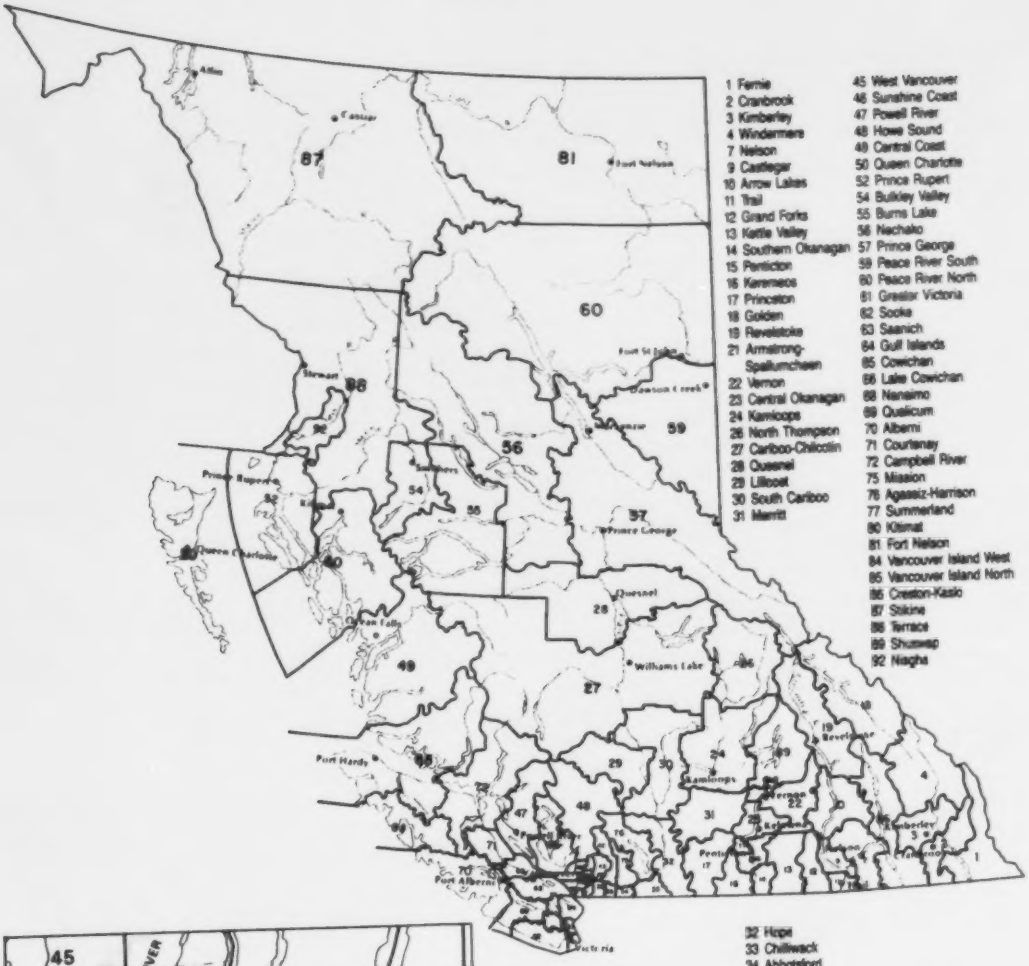
The evidence suggests that in many areas the school system is doing well. B.C.'s students performed well in the most recently reported international assessment of science and there is considerable evidence of students' increasing commitment to excellence. It is also apparent the school system is attempting to respond to changing societal conditions and the changing nature of B.C.'s economic and social ties with Pacific Rim countries.

There is also evidence of areas where B.C.'s school system can improve. Not all students opt to remain in the system and graduation rates remain low. Further, the higher level thinking skills of Grade 12 students must improve.

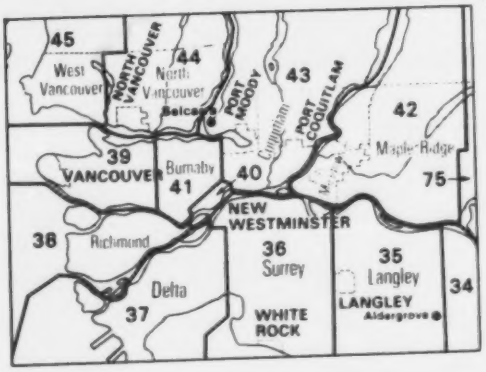
Finally, it appears the public does not understand how well B.C.'s students are doing. Despite the positive levels of performance by B.C.'s students, and the various forms of consultation and communication by the education community, the majority of the public rated the public school system as "fair".

The evidence shows that although there is room for improvement, students in B.C. do receive a quality education. They are being provided with the knowledge, skills and attitudes needed to deal with the changing social and economic challenges they will face. Increasingly, the school system is becoming more responsive to the needs of the students and the public it serves.

BRITISH COLUMBIA SCHOOL DISTRICTS



1 Fernie
2 Cranbrook
3 Kimberley
4 Windermere
7 Nelson
9 Castlegar
10 Arrow Lakes
11 Trail
12 Grand Forks
13 Kettle Valley
14 Southern Okanagan
15 Penticton
16 Keremeos
17 Princeton
18 Golden
19 Revelstoke
21 Armstrong-Spallumcheen
22 Vernon
23 Central Okanagan
24 Kamloops
26 North Thompson
27 Cariboo-Chilcotin
28 Quesnel
29 Lillooet
30 South Cariboo
31 Merritt
45 West Vancouver
46 Sunshine Coast
47 Powell River
48 Howe Sound
49 Central Coast
50 Queen Charlotte
52 Prince Rupert
54 Bulkley Valley
55 Burns Lake
56 Nechako
57 Prince George
59 Peace River South
60 Peace River North
61 Greater Victoria
62 Sooke
63 Saanich
64 Gulf Islands
65 Cowichan
66 Lake Cowichan
68 Nanaimo
69 Qualicum
70 Alberni
71 Courtenay
72 Campbell River
75 Mission
76 Agassiz-Harrison
77 Summerland
80 Kitimat
81 Fort Nelson
84 Vancouver Island West
85 Vancouver Island North
86 Creston-Kaslo
87 Stikine
88 Terrace
89 Shuswap
92 Nisga



32 Hope
33 Chilliwack
34 Abbotsford
35 Langley
36 Surrey
37 Delta
38 Richmond
39 Vancouver
40 New Westminster
41 Burnaby
42 Maple Ridge-Pitt Meadows
43 Coquitlam
44 North Vancouver

Province of
British Columbia
Ministry of Education

Revised: January, 1988

SUPPLEMENTS

SUPPLEMENT # 1
MANAGEMENT OF THE SCHOOL SYSTEM

Public Schools

In British Columbia, governance of the public school system is shared by the provincial government through the Ministry of Education and by locally elected public school boards. Governance includes the educational and financial operations of districts.

Public School Boards

There are 75 school boards, each with five, seven or nine trustees who are elected by school district residents. In recent elections, approximately 25 per cent of the trustee positions were filled by acclamation.

School boards employ teaching and non-teaching staff, maintain district buildings and properties, set policies that provide students with an education consistent with community and legislative requirements, and set residential property taxes for school purposes. Trustees in most districts belong to the B.C. School Trustees Association. The Association provides school districts both a forum for discussion and a resource for advice.

In 1987 the *Local Election Reform Act , 1987* changed school trustee election procedures. Trustees elected in November 1987 will serve until November 1990. This is the first stage of a transition to a three-year fixed election cycle. In 1988 trustees will be elected for two years, and in 1989 no trustee elections will be held. In November 1990 all trustees will serve three-year terms.

The Minister of Education and senior Ministry executives discuss education issues with both the trustees' organization and individual boards.

Independent Schools

Independent schools provide parents and students with a choice of education. The Province provides financial support to those independent schools meeting provincial requirements set forth in the *School Support (Independent) Act*. The provincial goals for student development apply to both public and independent schools, although there may be a difference in emphasis.

Only funded independent schools or those who apply for voluntary accreditation are subject to the provisions of the *School Support (Independent) Act*.

The Role of the Ministry of Education

The B.C. Ministry of Education ensures that the Province's education system gives students an opportunity to receive a quality education in a cost-effective manner. The Ministry provides provincial leadership and encouragement to the educational agencies in B.C., sets an overall direction for the provincial education system, and focusses on :

- program direction, development and implementation;
- finance and facilities management;
- student access;
- achievement and preparation for a role in society; and
- teaching and instructional performance.

Ministry Organization

In July 1987, the Ministry of Education was re-organized to reflect a change in its priorities. Emphasis was shifted from day-to-day monitoring of school district affairs and local management issues to goal setting and evaluation of overall system performance.

The Ministry has three departments:

- Finance and Administration, responsible for basic administrative, consultative and financial services in support of Ministry and district operations;
- Educational Programs, responsible for direct liaison with the field and other educational institutions (e.g.: BCTF, College of Teachers, universities), program/curriculum development and implementation, program evaluation, student assessment, and research activities;
- Policy, Planning, and Independent Education, responsible for Ministry planning and policy development, Ministry involvement with independent schools and their associations, national and international education initiatives, and distance learning activities.

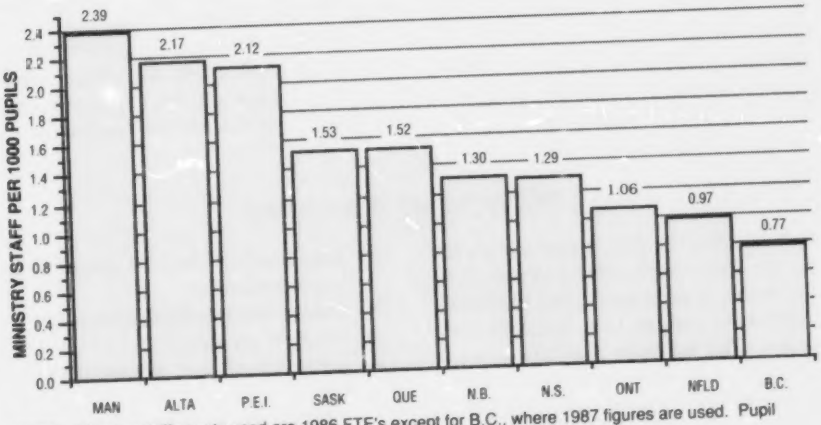
Ministry operations reflect the renewed interest in the establishment of standards and the evaluation of the achievement of those standards.

Individual divisions and branches within the three departments have specific responsibilities in support of the Ministry's new priorities. The accompanying organization chart (pages 58-59) shows the Ministry as of June 30, 1988.

A telephone survey of all Ministries of Education in Canada suggests that the B.C. Ministry of Education has the lowest number of employees per student in the country.

All provinces were asked to report the number of employees in their province working on elementary and secondary education programs, but there is no guarantee that all provinces reported consistently. Furthermore, there are some differences in the services being provided by each province. Nevertheless, it is probable that the information described below represents a fairly accurate statement of the current situation.

Ministry of Education Staff for each 1000 Pupils by Province 1986/87



NOTE: Ministry staff counts used are 1986 FTE's except for B.C., where 1987 figures are used. Pupil counts are for 1986/87 except for B.C., where 1987/88 figures are used.

SOURCE: Schools Research & Analysis Branch

Ministry Branches

The Information Services Branch provides public relations and communication services as required by the Ministry.

The School Finance Branch monitors school district budgets and manages the government's educational finance systems.

The School Facilities Branch manages the provincial capital funding system related to school district facilities and transportation.

The Comptroller's Branch manages internal Ministry operations in the areas of accounting, data processing, personnel, and other services.

Legislative Services formulates proposed legislation and regulations concerning the school system, monitors all related legislative matters, and provides legal/legislative assistance to the Ministry as required.

The Curriculum Development Branch develops provincial curriculum for all courses except for language courses other than English.

The Special Education Branch provides provincial leadership in programs and services for special education needs students.

The Modern Languages and Multicultural Programs Branch conducts curriculum development and orientation in all French programs and also in all other languages taught in B.C.

The Provincial Educational Media Centre coordinates the acquisition and distribution of non-print resources such as films, video tapes, audiotapes, multi-media kits, and micro-computer software.

Publication Services Branch acquires and distributes textbooks, curriculum guides, examination papers, assessment reports, and other learning resources.

The Educational Liaison Branch provides professional development activities for senior district administrators and orientation for new superintendents.

The Student Assessment Branch develops, administers and reports results of tests certifying Grade 12 student achievement. In addition, the branch evaluates student achievement at Grades 4, 7, and 10 and provides leadership on issues related to evaluating student performance.

The School Research and Analysis Branch undertakes research related to program effectiveness, coordinates data collection, and provides provincial-level reports on system performance.

The Program Evaluation Branch manages the school evaluation process and assists school districts in school improvement activities.

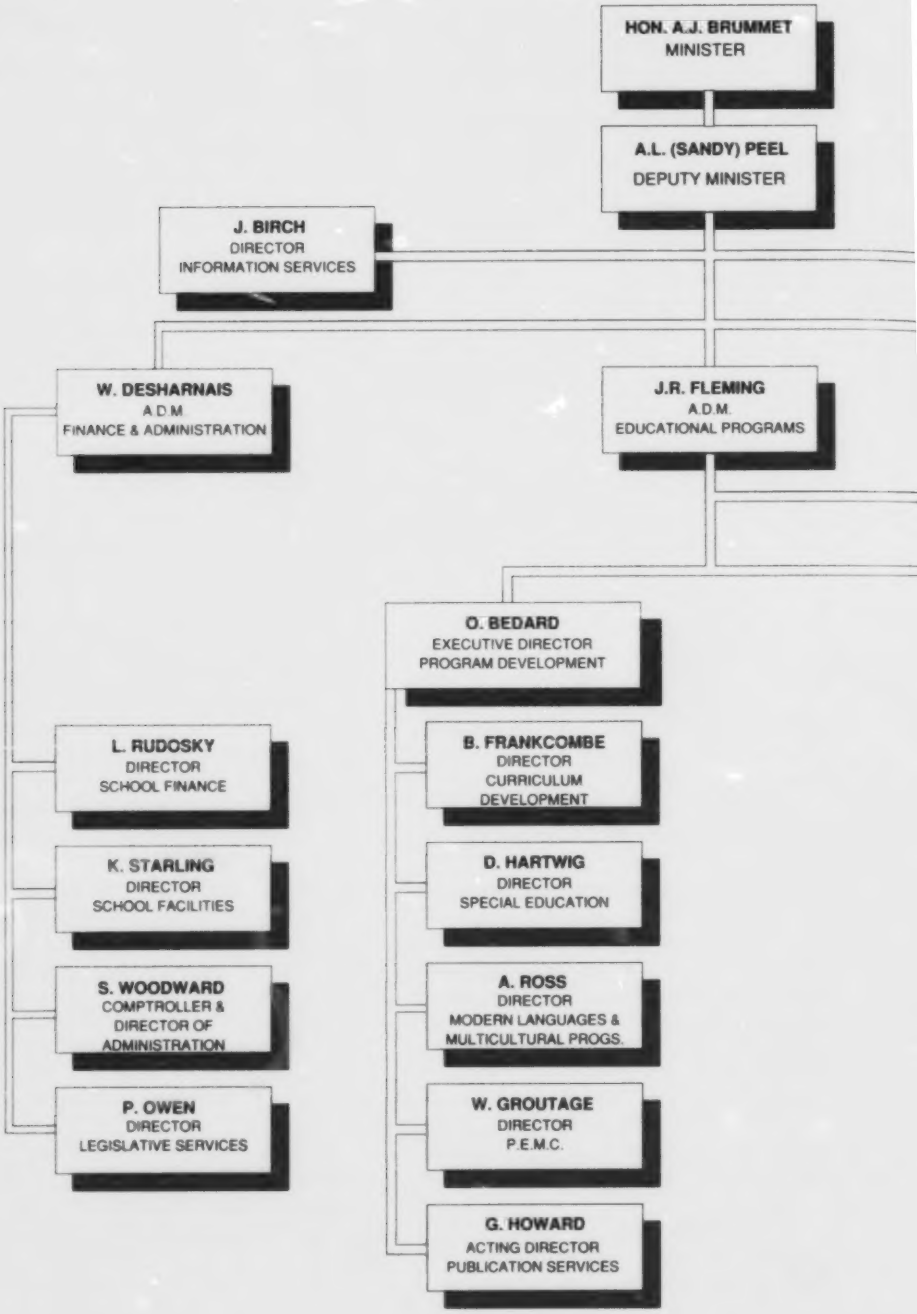
The Professional Relations Branch is responsible for communications and information exchange between the Ministry and the education community. This includes liaison between the Ministry of Education, the College of Teachers, provincial faculties of education, and other external agencies sharing an interest in the training and performance standards of educators.

The Policy and Planning Branch coordinates a Ministry-wide planning process that sets overall policy direction and identifies required strategies.

The Independent Schools Branch provides services related to the implementation of the *School Support (Independent) Act*.

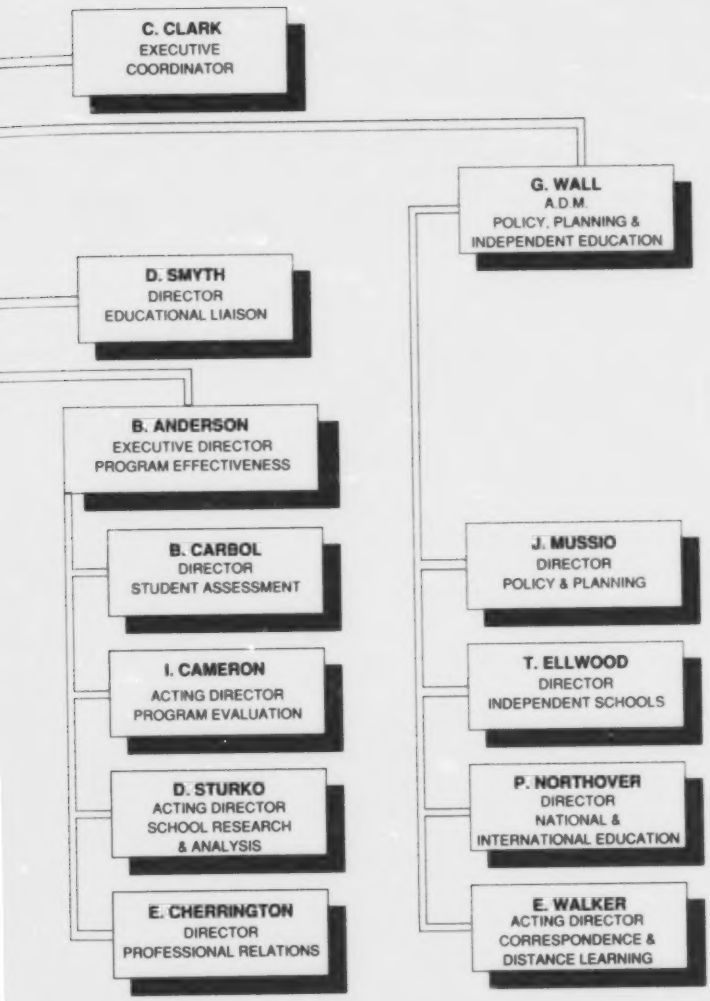
National and International Education works closely with the Canadian Education Association and the Council of Ministers of Education, Canada.

The Correspondence and Distance Learning Branch provides Kindergarten–Grade 12 correspondence courses consistent with prescribed curriculum.


HON. A.J. BRUMMET
MINISTER
A.L. (SANDY) PEEL
DEPUTY MINISTER
J. BIRCH
DIRECTOR
INFORMATION SERVICES
W. DESHARNAIS
A.D.M.
FINANCE & ADMINISTRATION
J.R. FLEMING
A.D.M.
EDUCATIONAL PROGRAMS
O. BEDARD
EXECUTIVE DIRECTOR
PROGRAM DEVELOPMENT
L. RUDOSKY
DIRECTOR
SCHOOL FINANCE
K. STARLING
DIRECTOR
SCHOOL FACILITIES
S. WOODWARD
COMPTROLLER &
DIRECTOR OF
ADMINISTRATION
P. OWEN
DIRECTOR
LEGISLATIVE SERVICES
B. FRANKCOMBE
DIRECTOR
CURRICULUM
DEVELOPMENT
D. HARTWIG
DIRECTOR
SPECIAL EDUCATION
A. ROSS
DIRECTOR
MODERN LANGUAGES &
MULTICULTURAL PROGS.
W. GROUTAGE
DIRECTOR
P.E.M.C.
G. HOWARD
ACTING DIRECTOR
PUBLICATION SERVICES

Ministry of Education
Organization Chart

June 30, 1988



Development Regions

The Ministry of Education cooperates with the eight development regions to ensure that education is equally accessible in all parts of British Columbia. The Educational Liaison Branch provides liaison services between the Ministers of State and the 75 school districts with the assistance of eight school superintendents who represent the Ministry as regional designates.

SUPPLEMENT # 2
THE CURRICULUM DEVELOPMENT PROCESS

Curriculum Development

In B.C., curriculum development is primarily the responsibility of the Ministry of Education, which develops provincial curricula with the assistance of educators. The Modern Languages and Multicultural Programs Branch develops curriculum in language courses other than English. English, and all other subject areas are the responsibility of the Curriculum Development Branch.

An Order in Council determines prescribed and authorized curriculum resources for use in the Province. "Provincially prescribed" refers to curriculum and related materials which must be used if a course is offered. "Authorized" resources may be used to supplement but not replace the prescribed resources.

When new curriculum is introduced into the school system, the Ministry produces the appropriate correspondence course. Fifteen new secondary and five new elementary courses were under development during 1987/88.

Locally developed courses may also be offered. In order for such a course to be accepted for credit, the curriculum and course materials must be approved by the local Board of School Trustees and registered with the Ministry.

The provincial curriculum is presented in the form of subject area curriculum guides. The Ministry publishes teaching suggestions and references to supplementary print and non-print learning materials in order to assist educators to implement the curriculum. Orientation activities, designed to familiarize educators with curriculum changes, are also undertaken by the Ministry. These activities are described in the "Professionalism" chapter of this annual report.

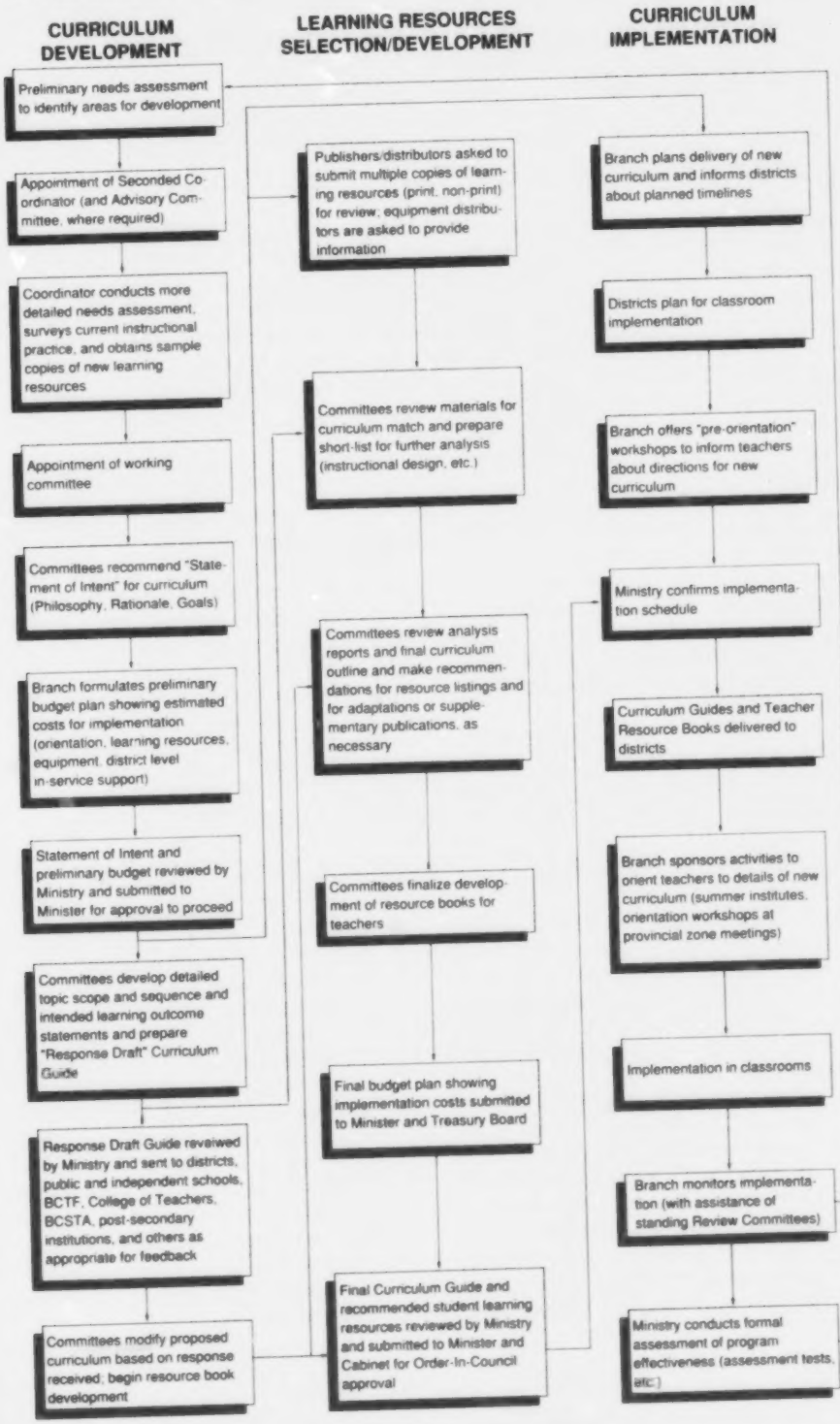
Curriculum Principles

A set of principles for provincial curriculum, derived from the four general goals of education, is used to provide the framework for development of new curriculum.

The principles for provincial curriculum are:

- to promote growth in the ability to engage in appropriate forms of inquiry (problem solving, decision making, critical thinking, creative thinking) required in the study of school disciplines as well as in situations of every day life involving self, family, society, community, nation, world and the world of work;
- to promote growth in a knowledge base relevant to those situations;
- to promote growth in a reflective understanding leading to the ability to select and apply skills and knowledge appropriately (in those situations);
- to promote growth in personal and shared attitudes based on an understanding of those of society and a respect for differences (in those situations); and
- to promote growth in a positive self-concept based on real competencies and achievements (in those situations).

The Curriculum Process


CURRICULUM DEVELOPMENT
LEARNING RESOURCES SELECTION/DEVELOPMENT
CURRICULUM IMPLEMENTATION
Preliminary needs assessment to identify areas for development
Appointment of Seconded Co-ordinator (and Advisory Committee, where required)
Coordinator conducts more detailed needs assessment, surveys current instructional practice, and obtains sample copies of new learning resources
Appointment of working committee
Committees recommend "Statement of Intent" for curriculum (Philosophy, Rationale, Goals)
Branch formulates preliminary budget plan showing estimated costs for implementation (orientation, learning resources, equipment, district level in-service support)
Statement of Intent and preliminary budget reviewed by Ministry and submitted to Minister for approval to proceed
Committees develop detailed topic scope and sequence and intended learning outcome statements and prepare "Response Draft" Curriculum Guide
Response Draft Guide reviewed by Ministry and sent to districts, public and independent schools, BCTF, College of Teachers, BCSTA, post-secondary institutions, and others as appropriate for feedback
Committees modify proposed curriculum based on response received; begin resource book development
Publishers/distributors asked to submit multiple copies of learning resources (print, non-print) for review; equipment distributors are asked to provide information
Committees review materials for curriculum match and prepare short-list for further analysis (instructional design, etc.)
Committees review analysis reports and final curriculum outline and make recommendations for resource listings and for adaptations or supplementary publications, as necessary
Committees finalize development of resource books for teachers
Final budget plan showing implementation costs submitted to Minister and Treasury Board
Final Curriculum Guide and recommended student learning resources reviewed by Ministry and submitted to Minister and Cabinet for Order-In-Council approval
Branch plans delivery of new curriculum and informs districts about planned timelines
Districts plan for classroom implementation
Branch offers "pre-orientation" workshops to inform teachers about directions for new curriculum
Ministry confirms implementation schedule
Curriculum Guides and Teacher Resource Books delivered to districts
Branch sponsors activities to orient teachers to details of new curriculum (summer institutes, orientation workshops at provincial zone meetings)
Implementation in classrooms
Branch monitors implementation (with assistance of standing Review Committees)
Ministry conducts formal assessment of program effectiveness (assessment tests, etc.)

Curriculum Revision

All courses are revised on an ongoing basis. Curriculum revisions typically take three years.

Revision of Elementary (K-7) Curriculum

Language Arts

A major review of the elementary language arts and secondary English curricula commenced in September 1986. A broad survey conducted during 1986/87 showed that educators are generally satisfied with the present language arts-English curriculum design, but the survey showed a need at all levels for the curriculum and learning resources to address a wider range of student needs and interests.

Committees of elementary language arts and secondary English educators were appointed in December 1987 to begin revision of the curriculum guides and learning resources. Work on the revision project is on-going.

Mathematics

A revised elementary mathematics curriculum guide 1 - 8 was distributed to schools in June 1987. Implementation of the Grade 1 to 8 mathematics curriculum began in September 1987.

Science

Data gathering and research for the elementary science (1-7) revision have been undertaken over the past year. It is expected that the formal process of revision will begin during the coming year.

Elementary Resources (French)

The curriculum revision committee began the development of a scope and sequence for French Language Arts (1-7). Two language arts programs were piloted as part of the revision. Further piloting will take place in 1988/89.

The science curriculum team has created units for Grade 1 which will be available to districts in the fall of 1988. The multi-level, intermediate science kit, Encore, will be available to districts in the fall of 1988. Educator's guides for *pleins feux sur les sciences* 4, 5, 6 are now available.

The resource team has updated the formal tests list and completed a resource module about informal evaluation of learning difficulties/remediation of students in Immersion/Programme Cadre de Français programs. This will be available to all districts in the fall of 1988.

New mathematics material for Grades 1-6 was made available. The French version of the new mathematics (1-8) curriculum guide was distributed in the fall of 1987.

Revision of Secondary (8-12) Curriculum

English

The secondary English program is presently being reviewed according to the same procedure used for the elementary language arts review. Both the elementary and secondary reviews are integrated to provide for coordinated planning.

Mathematics

The Grades 7-12 mathematics guide was sent to print in June 1988. In April 1988, textbooks were selected in preparation for the revised Grade 9 and 10 mathematics program. The program is optional and scheduled for implementation in September 1988. The new curricula for Grades 9 and 10 are scheduled for introduction in September 1988; the curricula for Grades 11 and 12 are scheduled for introduction in September 1989 and September 1990, respectively.

S2

History, Geography

History 12 and Geography 12 curriculum revisions currently underway are scheduled to be completed for implementation in the 1989/90 school year, and the Law 12 revision is scheduled for 1990/91 implementation.

Orientation Video

The Provincial Educational Media Centre assisted the Curriculum Development Branch in producing orientation videos to assist educators to implement new programs. "Exploring Issues in Secondary Social Studies," a video kit demonstrating decision-making activity, was produced for and distributed to educators.

Science

The revised Chemistry 11-12 curriculum is being evaluated after one year of implementation. Similar evaluations of the Biology 11-12 and Science and Technology 11 curriculum were reviewed by the original curriculum committees. Recommendations for changes to and updates of the curricula will be acted on in the coming year.

Three educator groups have been active in updating curriculum guides for Physics 11-12, Earth Science 11, Geology 12, and Science 8- 10. Although the curriculum topics and text resources have not been revised, the updated documents will provide a format similar to that used for the biology and chemistry guides and will include current software and video resources. Telecommunications techniques were used extensively for the physics project. The use of modems and microcomputers allowed the educators and their ministry coordinator to communicate regularly and reduced the need for meetings.

Economics 12

A curriculum committee has been selected to revise Economics 12. Educators with a background in business education and social studies will revise the curriculum to emphasize thinking skills and Pacific Rim issues. Implementation is scheduled for the 1990/91 school year.

Business Education

The business education curriculum revision committees met in the first week of July 1987, and began the process of revising and rewriting the business education courses that are to be implemented in 1990.

The Pacific Rim has emerged as an area of significant interest to business in B.C. and curriculum that reflects this interest is being developed.

Industrial Education

In 1987/88, a needs assessment survey of the industrial education curriculum was administered. A curriculum review will be started in 1988/89, with the major work to be undertaken during 1989/90.

Secondary Resources (French)

An extensive curriculum revision of the secondary French language arts curriculum was begun. The curriculum committee wrote objectives for two courses; Français-Langue 8-12 and Culture Francophone 8-12, and started work on the development of scope and sequence.

A review of French as a Second Language is now underway, and a working paper will be distributed in September 1988. Implementation in Grades 4 and 8 is scheduled for September 1990.

Resource modules for French 12A, a course designed for advanced stu-

dents in French as a Second Language, are in the final stages of preparation. The social studies textbook for Grade 10 is now available, as are resources in Grade 8 mathematics. It is expected that the French version of the new interim mathematics curriculum will be distributed concurrent with the English version. Resources have been made available for Grades 9 and 10 science through Publication Services.

Other Languages

The German curriculum is under revision and optional implementation is scheduled for September 1989. The committee has sent a draft to educators for their response.

A resource book to support the new Spanish curriculum is being developed in 1988. Distribution is scheduled for the spring of 1989.

Elementary - Secondary Curriculum

Pacific Rim Initiatives

The Pacific Rim Initiatives program affects curriculum development in Social Studies 4-11, Business Education 9-12 and Economics 12. A project is underway to develop a resource book for Social Studies 4-11. Business Education and Economics 12 curriculum revisions will place a greater emphasis on the Asian Pacific Region. Economics 12 will be an interdisciplinary course involving social studies and business education teachers.

Health and Guidance

A health-guidance curriculum for the elementary and secondary levels is under development. A curriculum guide and resource materials are expected to be completed for the 1989/90 school year.

SUPPLEMENT # 3
THE FINANCING OF ELEMENTARY AND SECONDARY EDUCATION IN BRITISH COLUMBIA

In B.C. the two basic sectors of the school system (public and independent) are financed through different, but related, processes.

Public Schools

Responsibility for funding the public school system is shared by the provincial government and locally-elected school boards.

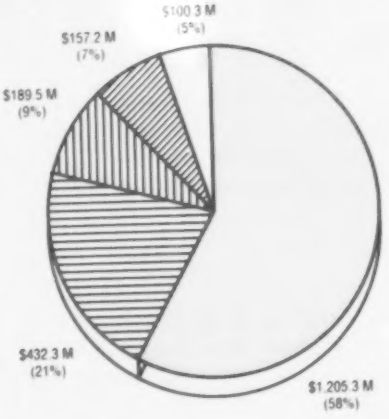
In 1987/88, that system required $2.1 billion to operate, including amounts budgeted by the province in direct support of school board operations (educators' pensions and textbooks).

Approximately 80 per cent of the cost of education is funded by the provincial government from general revenue, which includes sales tax revenue, income tax revenue, and property tax on commercial and industrial property. Approximately 15 per cent of the cost is funded through local property taxes. The remaining five per cent of the cost of education is funded through miscellaneous revenues collected by school boards.

Public School Spending

Of the $2.1 billion spent in 1987/88 to operate the public school system, 58 per cent went to educators' salaries and related costs, while 21 per cent went to other staff salaries and related costs. The remaining 21 per cent went to operations and maintenance, capital, and other costs.

Spending on Public Schools 1987/88



SOURCE: Schools Research & Analysis Branch

Establishing the Level of Public School Spending

The funding system is intended to ensure that all districts have sufficient funds to provide services without putting undue burden on property owners.

School boards establish the size of their budgets according to the educational needs and wishes of their local communities. The provincial government determines the portion of the budgets in which it will share costs. There are four components of public school spending.

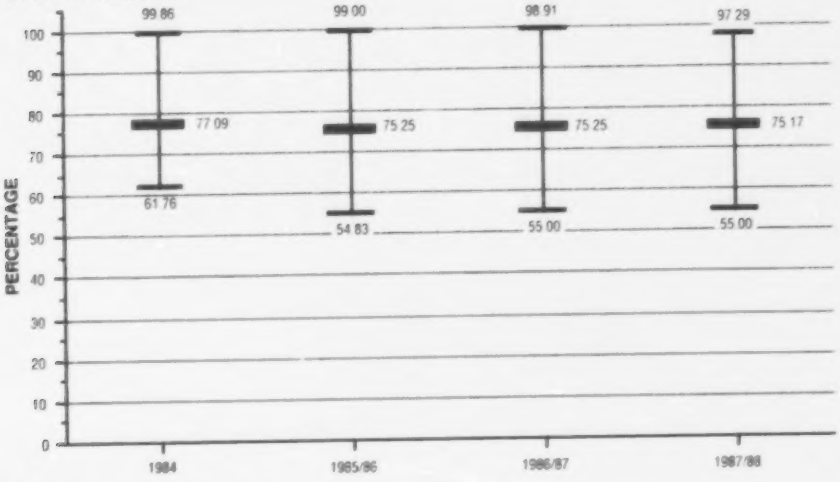
Components of Public School Spending

The largest component of public school spending is the **shareable operating amount**. This is the amount the province determines is necessary to provide a program suitable to meet the educational needs of students in B.C. The shareable operating amount includes amounts paid by the province for the purchase of textbooks and for the employer's statutory contribution to educators' pensions.

On average, the province pays 75 per cent of each board's shareable operating amount, ranging from 55 per cent to more than 97 per cent. The size of the shareable operating amount is determined by the province using a system called the fiscal framework.

Provincial grants to support shareable operating amounts depend on the district's ability to pay. "Wealthy" districts, those with a high residential property value per pupil, pay a larger portion of the shareable operating amount.

The Range of Shareable Operating Amounts (showing Average Amounts) Paid by the Province 1984 - 1987/88



SOURCE: School Finance Branch

School boards may budget **supplementary operating amounts** in excess of the shareable operating amount. These amounts must be raised totally through local residential taxation and/or miscellaneous revenue collected by school boards. In 1987/88, these amounts averaged 10 per cent of the shareable amount, varying from zero per cent in four districts to 17 per cent in one district.

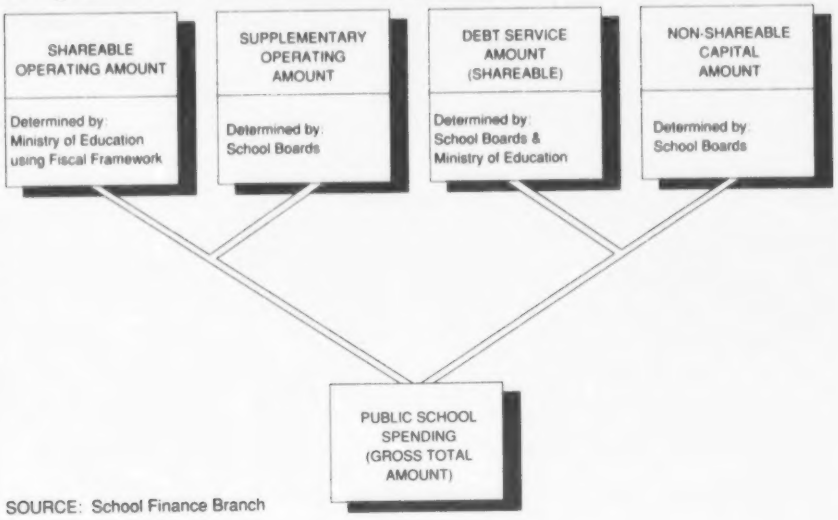
Special aid grants are provided by the province to districts which have limited residential property tax bases. These grants are used to assist those districts in raising supplementary revenue.

Most capital projects undertaken by districts, including new schools, site acquisition or major facilities improvements, are financed through loans. **Debt service** charges for these capital projects are financed by the province and local taxpayers. The sharing relationship is calculated using a complex formula and reflects the ability of each district to raise revenue through local residential taxation. In 1987/88, provincial contributions to debt service ranged from 58 per cent to 97 per cent, and averaged 84 per cent.

School boards may budget **non-shareable capital amounts** in excess of those that are shared, but they must

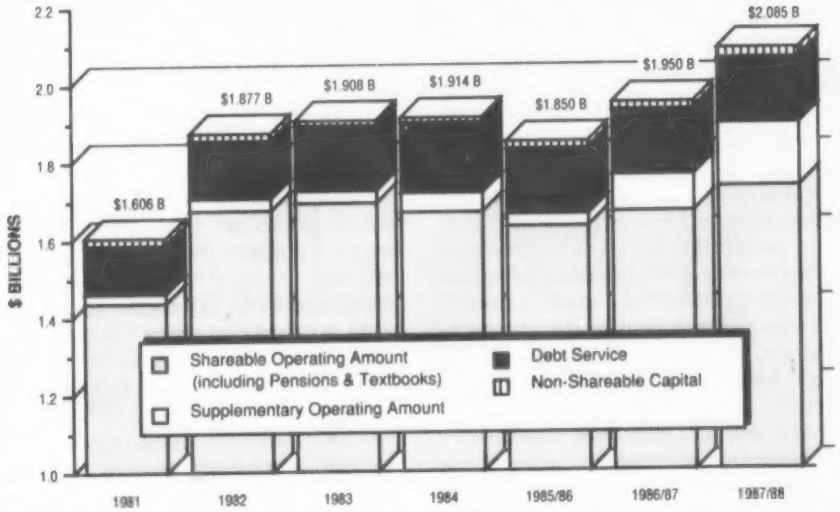
raise these additional funds through local residential taxation. These amounts usually cover such things as building/equipment maintenance, vehicle purchases, or the purchase of major equipment.

Components of Public School Spending


SHAREABLE OPERATING AMOUNT
Determined by: Ministry of Education using Fiscal Framework
SUPPLEMENTARY OPERATING AMOUNT
Determined by: School Boards
DEBT SERVICE AMOUNT (SHAREABLE)
Determined by: School Boards & Ministry of Education
NON-SHAREABLE CAPITAL AMOUNT
Determined by: School Boards
PUBLIC SCHOOL SPENDING (GROSS TOTAL AMOUNT)

SOURCE: School Finance Branch

The Relative Sizes of the Amounts Budgeted 1981 - 1987/88



SOURCE: School Finance Branch

The Fiscal Framework

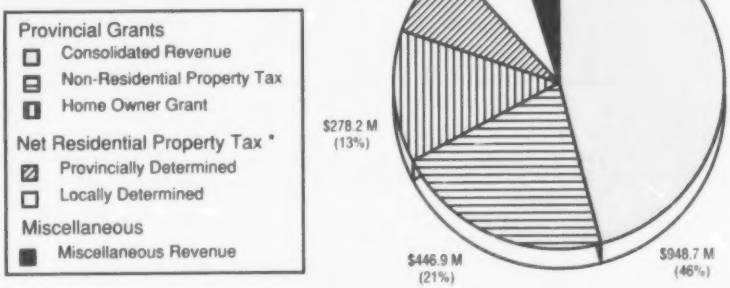
Shareable operating amounts are calculated using a system called the fiscal framework. The fiscal framework employs a series of service levels to determine the provincially accepted educational program in each district. Cost factors are supplied to these service levels in order to determine funding levels.

The fiscal framework is reviewed annually by senior officials from school districts in order to determine whether the system is meeting acceptable educational standards and public expectations.

Sources of Revenue for Public School Spending

In 1987/88, provincial grants comprised 80 per cent of the revenue required for public schools. Residential property taxes and miscellaneous revenues made up 15 per cent and 5 per cent respectively. Grant amounts included home owner grants provided to qualifying residential property owners.

Revenue for Public Schools 1987/88



* NOTE: Residential property taxes are the amounts payable after application of the provincial Home Owner Grant.

SOURCE: Schools Research & Analysis Branch

Residential Taxation

The residential property taxes requisitioned in any calendar year reflect the two school years that the calendar year overlaps. In 1987, for example, taxes were requisitioned to fund part of the 1986/87 school year and part of the 1987/88 school year.

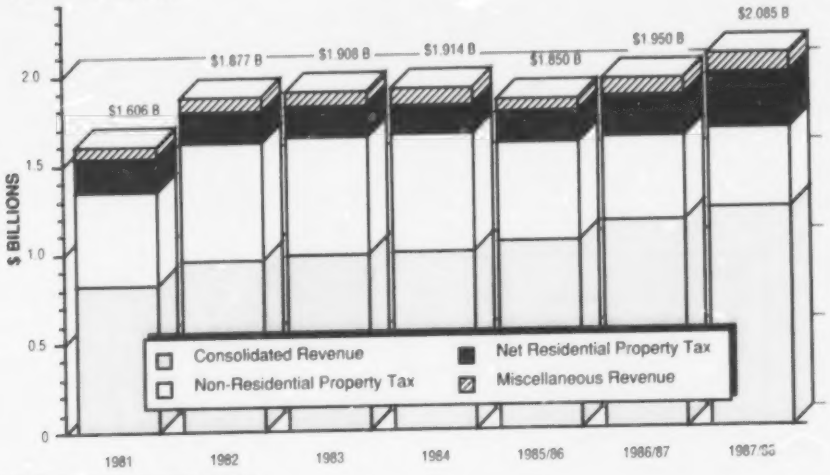
A provincial Home Owner Grant reduces the actual property taxes paid by qualifying home owners. The grant ($380 for most home owners, $630 for seniors) is applied first to school taxes. However, "excess" amounts may be applied against local taxes. As a result of the program, a significant number of taxpayers would pay little or no school tax. However, the province's minimum property tax program ensures all home owners pay some property tax. In 1987, the Home Owner Grant reduced the amount payable by residential property taxpayers from $591.5 million to $313.3 million.

Non-Residential Property Taxation

Non-residential property taxes are used by the province for school taxation. The province distributes this revenue among all districts, controls the level of taxation, and equalizes taxes on non-residential property.

Beginning in 1985, the government began to reduce overall school property taxes requisitioned from non-residential properties. These reductions were completed by 1987. All reductions were offset by corresponding increases in grants from the Consolidated Revenue Fund.

Sources of Revenue for Public School Spending
1981 - 1987/88



SOURCE: School Finance Branch

Accountability

At the end of each school year, school boards submit audited financial statements. The report statements allow officials from school districts and the Ministry of Education to review the expenditure in the education system.

Further, boards are accountable to their communities as a result of taxes requisitioned in support of district operations.

Independent Schools

The province partially funds the operating costs of independent schools, but does not contribute to their capital costs.

Two major factors affect the total amount of provincial financial support to independent schools: enrolment and public school operating costs. Funded independent schools must file audited reports of the number of qualifying students in attendance.

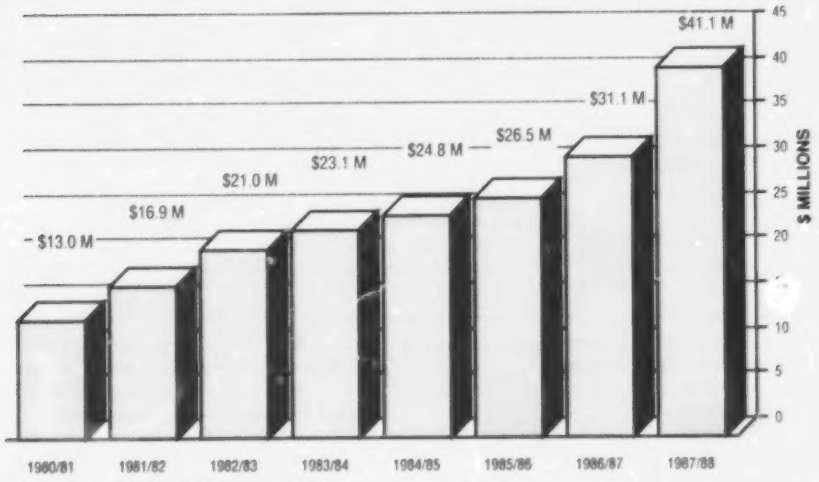
The Process

Independent schools are provided a per pupil grant which is based on a percentage of the per pupil operating costs of the public school district in which the independent school is located. Therefore, independent school grants increase or decrease according to changes in public school operating costs.

The formula used to calculate these grants is determined by the Lieutenant Governor in Council. In 1987/88, the percentage of public school per pupil operating costs that were provided to independent schools increased for the first time since 1977. Group 1 schools received per pupil grants based on 10 per cent of the public school district. Group 2 school grants were set at the 35 per cent level. Previously, the percentage formula was nine per cent for Group 1 and 30 per cent for Group 2 schools.

In 1987/88, grants to approved independent schools were tentatively set at about $41 million. This represented an increase of about $10.5 million over the previous year. The increase resulted from increased independent school enrolment ($2.1 million), increased costs within the public school system ($1.1 million), increased pension costs ($1.7 million), the increase in the percentage used to calculate these grants ($4.0 million), and a shortened waiting period in order to qualify for funding ($1.6 million).

Independent School Grants
1980/81 - 1987/88



NOTE: Figures for 1987/88 are estimated.
SOURCE: Independent Schools Branch

Special Funding Allocations

In 1987/88, the province provided $2 million to independent schools for the delivery of special education programs. These funds are in addition to the amounts reported above.

In 1987/88, independent schools were allocated $715,000 as their share of the province's $15 million New Technology Fund, to be used for the expansion of computer technology in the education system.

Facilities Management

In association with school boards, the Ministry produces an annual capital budget for the construction of new buildings, the renovation of existing buildings, the correction of unsafe conditions, and the provision of equipment and transportation required by the public school system.

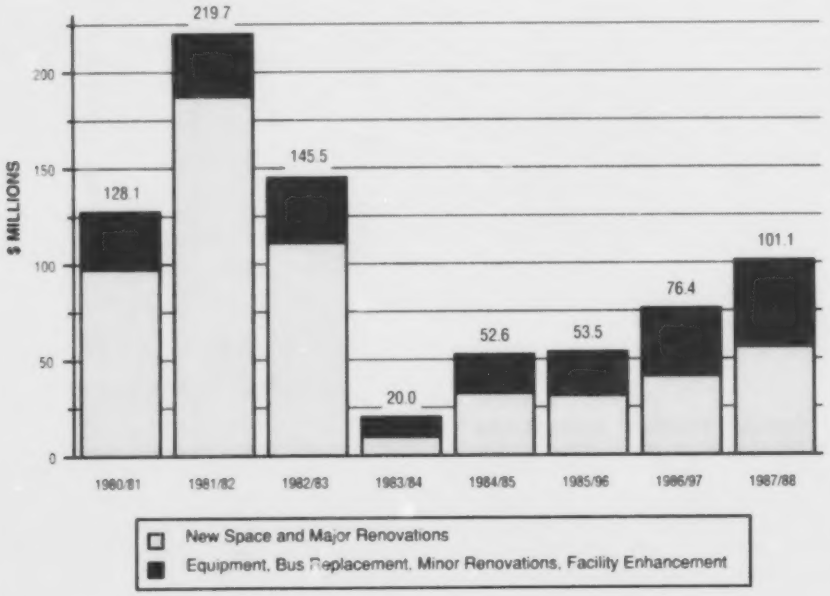
The Ministry establishes criteria that enable projects to be ranked according to priority for inclusion in the annual capital budget. Projects that are included are then monitored by the Ministry during implementation.

In 1987/88, the budgeted costs for school boards to operate and maintain school buildings was $282.8 million, compared with $262.5 million in 1986/87.

During 1987/88, $101.1 million in capital funding was approved for new space, equipment, bus replacement, minor renovations, and emergency projects. Capital works for 1987/88, together with capital projects in prior years, resulted in an annual debt service cost of $169.5 million in 1987/88.

During the fiscal year, $1.5 million in capital funding was approved for renovations to provide access for the handicapped. This ongoing program ensures that all facilities will be accessible to the handicapped in the near future. A seismic upgrading program to correct structural deficiencies of the many schools constructed prior to the introduction of earthquake protection requirements in the B.C. Building Code has been implemented. In 1987, the School Earthquake Safety Guidebook for the guidance of school district personnel, educators, and students was published.

School Board Capital Budgets
1980/81 - 1987/88



SOURCE: School Facilities Branch

Aging Facilities

According to the information available, approximately 75 percent of school space is more than 20 years old, while 20 per cent is more than 40 years old. Commencing in 1988/89, each school board has been allocated an annual "capital allowance" based on a formula derived from the size, age, and insured value of its facilities. This allowance does not result in long term debt and is independent to provide regular support for renovation and maintenance of facilities.

Reconciliation of Ministry and Funded Agency Budgets

Reconciliation of Ministry Budget with Budgets of Funded Agencies 1987/88

MINISTRY OF EDUCATION 1987/88 ESTIMATES			OTHER SOURCES OF FUNDING			MAJOR FUNDED AGENCY		
PUBLIC SCHOOLS CONTRIBUTIONS						PUBLIC SCHOOLS (1987/88)		
Contributions			Residential Taxation	591.5		Operating	1,895.1	
Operating	727.7		less Home Owner Grant	(278.2)		Debt Servicing	189.5	
Debt Servicing	108.6		Net Residential Taxation		313.3	Total Gross Budgets		2,084.6
Insur. & Misc. Progs.	4.7		Surplus/Deficit Carry Forward & Adjustments for Provincial Fiscal Year		(11.6)	Insur. and Misc. Progs.		4.7
Total Direct Contributions		841.0	Other Revenue		94.7 *	TOTAL		2,089.3
Non-Residential Taxation		446.9	TOTAL		396.3			
Home Owner Grants		278.2	* Other Revenue Sources:					
Teachers' Pension Fund		112.6	Federal Government		51.9			
Textbooks (CAP)		14.4	Provincial Government		21.3			
TOTAL CONTRIBUTIONS		1,693.0	Locally Raised		21.5			
Special Project Contributions to Public Schools from Fund for Excellence		40.3						
INDEPENDENT SCHOOL CONTRIBUTIONS (including FEE Special Education)		40.7						
MINISTRY OPERATING FUNDS		40.0						
TOTAL GROSS 87/88 ESTIMATES		1,814.0						
less NON-RESIDENTIAL TAX RECOVERY		(446.9)						
TOTAL 1987/88 EDUCATION RECOVERY		1,367.1						
FUNDS FOR EXCELLENCE IN EDUCATION		(113.0)						
TOTAL 1987/88 EDUCATION ESTIMATES		1,254.1						

Provincial funding for independent schools is based on a percentage of the total number of pupils and operating costs in the public school system. The balance of funds is raised through tuition fees and other revenue.

NOTE: During this reporting period the fiscal years for the agencies are:

Ministry of Education	April '87 - March '88
Public Schools	July '87 - June '88

SUPPLEMENT # 4
REPORTING ON SYSTEM PERFORMANCE

The school system must be constantly assessed in order to determine how well it is serving students, and the findings must be reported quickly. This is important at all levels, from the school to the province.

The Ministry of Education has broad responsibilities for reporting the performance of the school system, and has established several evaluation processes to fulfill this mandate. These processes, which depend on the cooperation of the school districts, are intended to help schools provide better services to students.

The evaluation processes are organized according to a "values" framework: the four goals (intellectual, vocational, social, and human development) and six attributes (accessibility, relevance, professionalism, management and accountability, cost-effectiveness, and public expectations). Evaluation processes attempt to determine whether student achievement reflects attainment of the four goals. Evaluation at the school, school district, program, or provincial levels attempts to determine how effective each level is in facilitating the achievement of the four goals and the incorporation of the six attributes.

The Ministry of Education does not attempt to evaluate educators as individuals or as a group. This is the responsibility of the College of Teachers, an organization charged with the professional and certification aspects of teaching. Because it helps establish this overall direction for education in the province, the Ministry does retain some broad interest in the findings of the College.

Evaluation of Student Performance

Grade 12 provincial examinations and the Provincial Learning Assessment Program are the two methods used by the Ministry to monitor student achievement.

Practicing teachers set standards and develop and mark tests. Tests focus on student performance in the B.C. curriculum and are not limited to standardized, multiple-choice tests. They can focus on issues of importance to B.C. teachers, and serve in the development of higher-level thinking.

The Provincial Learning Assessment Program

The Provincial Learning Assessment Program:

- informs professionals and the public of some of the strengths and weaknesses of the public school system;
- provides information to the Ministry for the development, review, and modification of curricula;
- provides information to assist in the allocation of resources;
- identifies areas of need concerning education (pre-service and in-service); and
- provides directions for education research.

The program provides an annual assessment usually conducted in Grades 4, 7, and 10. Generally, one of the core curriculum areas - language arts (including French), social studies, mathematics, or science - is assessed each year. Students in each of the three grades participate. Tests are designed for each assessment and include both newly designed and previously administered questions. The tests are developed by a representative committee of

classroom teachers and administrative officers.

After each assessment, educators can compare performance in their schools and district to provincial results. Schools are expected to develop processes which will enable their students to maintain strengths and overcome weaknesses. Reports on each assessment are published by the Ministry. The reports are primarily for educators but are available to the public.

Grade 12 Provincial Examination Program

The Grade 12 provincial examination program is intended to ensure that Grade 12 students meet consistent provincial standards of achievement in academic subjects. The program also attempts to ensure that students graduating from all schools in the province will be treated equitably when applying for admission to post-secondary institutions. Further, the program provides useful information to schools and educators for program evaluation purposes.

Provincial examinations test student achievement of the core objectives for each examinable subject. Committees of experienced teachers conduct the necessary development, review, and marking tasks in order to ensure the examinations reflect the goals and objectives of the curriculum.

Examinations are written by students who take one or more examinable Grade 12 courses. Fifteen subjects are tested. Examinations are written in January, June and August.

Information on course requirements and examinations are given in the Ministry's publications, *10 Plus: 1988 Handbook for Academic and Career Planning*, and the 1987/88 *Handbook of Procedures: Grade 12 Provincial and Scholarship Examinations and Procedures*. Past examinations, including keys and scoring guides, are also available from Publication Services.

School Evaluation

Two processes help schools evaluate their success in the delivery of services to students: a mandatory evaluation (accreditation) of secondary schools and an optional assessment of elementary schools.

Each B. C. school enroling secondary students is periodically required to participate in the provincial accreditation process, which ensures that schools meet provincial standards; reports schools' performance to their school boards and the public; and improves school programs, services, and operations.

The accreditation process is guided by the following premises.

- Learning experiences offered in each school should be consistent with the school's philosophy and objectives. Experiences should be derived from students' educational needs and community expectations.
- It is necessary to continually evaluate the degree to which a school is meeting these needs and expectations. Activities designed to reduce any identified discrepancies must be undertaken.
- Judgments should be based on observed student achievements and should lead to the development of strategies to reduce weaknesses and maintain strengths.
- Implementation of these strategies is part of the continuing professional responsibility of educators.

Three phases are involved in accreditation. First, school and administration staff review each educational program, service, and operation of the school and prepare an internal evaluation report. Second, an external evaluation team visits the school to validate the internal evaluation and make recommendations for improvement. The external team is comprised of teachers, principals, district and Ministry staff. Third, recommendations based on the accreditation are implemented.

Schools participating in the program receive an accreditation rating based on these findings. The level of the rating affects school activities until the next accreditation.

The Ministry has drafted a similar process for elementary schools. A small number of schools will test the process on a trial basis during the 1988/89 school year. Currently, policies for assessing elementary schools are established by School Boards. Use of the *Elementary School Assessment Guidebook* is a voluntary decision; however, it is encouraged.

Methods of Reporting on School and School District Performance

The Ministry produces several documents as a result of its evaluation activities. Some of these documents are intended to improve accountability at the provincial level, some to help local districts and schools gain information about their performance, but the majority are intended to be of direct help to teachers working with pupils.

A key document is the Minister's annual report. This report describes what the public is purchasing for the more than $2 billion it spends on education each year. The Ministry also produces a short brochure, Education Facts, which gives a brief overview of important aspects of education in British Columbia.

Each school and district is provided with an information profile which contains statistical data. The profile enables each district to compare the performance of its schools with provincial performance.

A wide variety of reports intended for use in schools is also published. These reports include accreditation reports, guidelines for the interpretation of learning assessments, interpretations of Grade 12 examination results, and examination specifications which inform teachers about how each Grade 12 examination will be constructed. These reports are intended to help teachers improve instruction in their schools.

In general, evaluation reports serve to improve accountability, provide information to districts and schools, and/or assist in the improvement of instruction.

Summary

To be used well, evaluation must be closely linked to educational practice. Evaluators and practitioners need to work together. Ideally, all school personnel would act as evaluators by testing assumptions and looking for ways to improve performance. The Ministry merely provides information, helps people to interpret it, and provides suggestions for action. The Ministry also attempts to link schools which have problems with those who have solved them.

British Columbia has good assessment procedures and they are getting better. Our schools and school districts have begun training staff to provide and interpret data. Additional steps are being taken towards a more regular and comprehensive system of evaluation linked to the objectives of our school system.

Several of the evaluation and reporting tools are in their infancy. When combined, these tools will help to provide a comprehensive picture of performance at all levels of the school system in B.C.

The assessment system, like some other aspects of B.C.'s schools, is now focussed on the minority of students who go on to post-secondary education. The Ministry needs to develop creative assessment devices to guide the system and report on its performances in all areas considered important by the public and the educational community. Even though the vocational, social, and

human development of students are important goals of our schools, performance information in these areas is limited. Without this information, the education system cannot properly claim to be managing our system for the benefit of all children.

SUPPLEMENT # 5
THE TEACHING FORCE

For the purposes of this report an educator is defined as an individual serving as a teacher or an administrative officer, (principal, vice-principal, or director of instruction), as defined by the *School Act*. This specifically excludes superintendents, deputy superintendents, and assistant superintendents.

A public school educator holds a British Columbia teaching certificate and is employed by a School Board to instruct or administer programs for kindergarten through Grade 12.

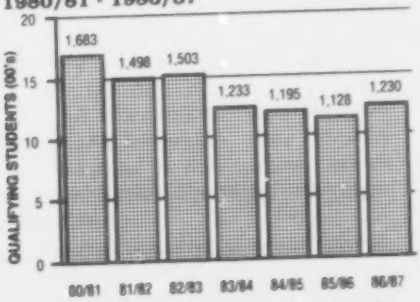
Educator Demographics: Summary

In September 1987, there were 28,930 public school educators (an increase of 886 over 1986/87), including 3,308 new educators. This represents 27,143.84 full-time equivalent educators, whose average annual salary was $39,216. The average age of the educators is 41, and the majority have 10 or more years of teaching experience. Approximately 85 per cent have a university degree.

Certification

In general, a Professional Certificate requires a minimum of four years post secondary training and an acceptable degree; a Standard Certificate requires a minimum of three years post secondary training; and a Teaching License requires a minimum of two years post secondary training. Letters of Permission and Instructor's Diplomas are teaching credentials issued for specialty subjects where no fully certified educators are available. An Instructor's Diploma is a legitimate certificate which requires a four-course program. It is a permanent credential which provides tenure for the recipient, but limits the recipient's employment to a specialty area. A Letter of Permission is a temporary permit issued to an educator who is unqualified or underqualified for regular certification.

Faculty of Education Students Qualifying for Initial Certification 1980/81 - 1986/87



NOTE: Data for 1987/88 are not available from the universities.

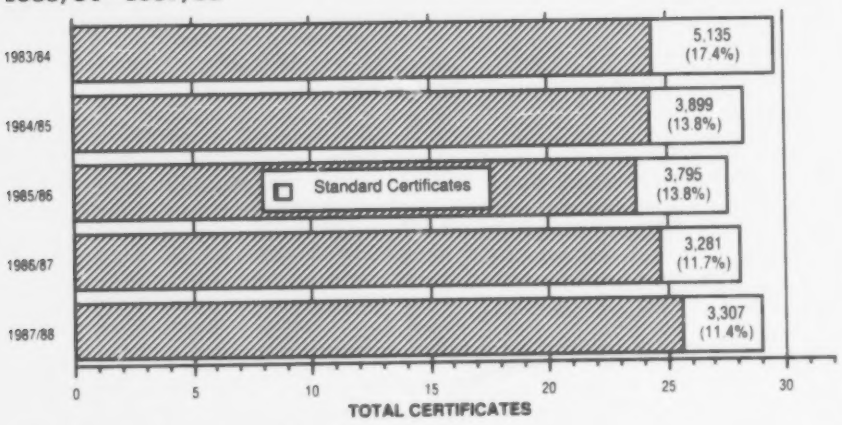
SOURCE: Professional Relations Branch

The number of provincially trained educators qualifying for initial certification has been decreasing. The trend reflects the declining number of teaching opportunities for graduates, which in turn, is largely caused by declining enrolment. Increases in the pupil-educator ratio have also reduced opening for new educators. Publicity associated with a potential educator shortage and a growing number of new teaching opportunities for graduates reversed this trend in 1986/87.

In 1987/88, 2,625 certificates were issued, compared to 2,601 in 1986/87.

In addition, 90 Letters of Permission were issued for the 1987/88 school year, 15 more than were issued during the previous school year. The majority of Letters of Permission issued during

Standard Certificates Held by Active Educators
1983/84 - 1987/88



SOURCE: Schools Research & Analysis Branch

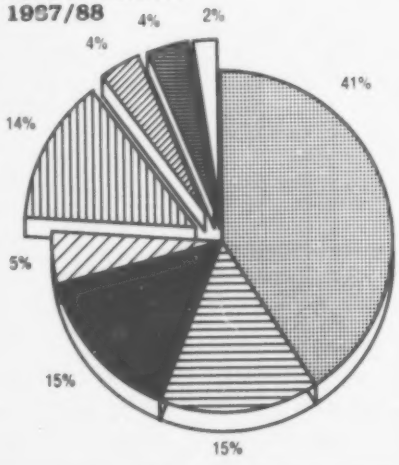
this reporting period were instructors of French Immersion/Program Cadre (18), French (5), Native Indian Language/Culture (14), and Special Education (9). The third largest number of temporary permits (11) were issued to industrial education educators completing a compulsory one year internship program as a credit requirement of U.B.C.'s Accelerated Program for tradesmen. The remainder were issued to those supervising correspondence education in Section 19 schools, teaching band or chef's training, or serving in the field of speech therapy/pathology.

From 1983/84 to 1987/88, the number of Standard Certificates (three-year teaching credentials) held by active teachers has decreased from 17.4 to 11.4 per cent.

Source of Training

Approximately 76 per cent of the Province's educators were trained in B.C.; 14 per cent were trained elsewhere in Canada, and 10 per cent came from other nations.

Source of Training of Active Teachers 1987/88

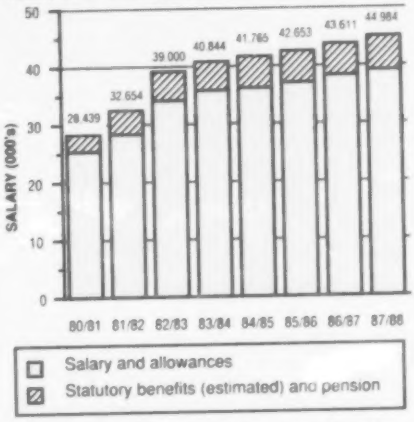


SOURCE: Schools Research & Analysis Branch

Educator Salaries

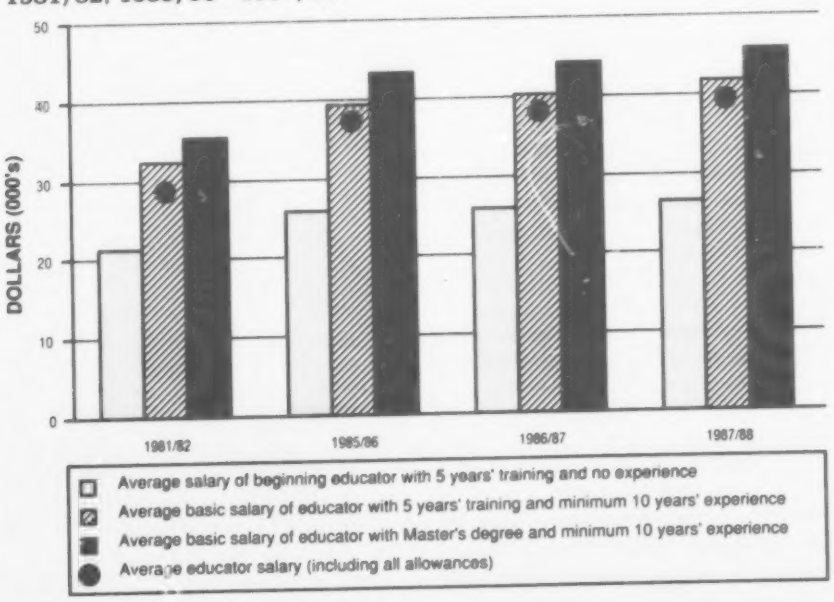
Salaries of educators in B.C. are based on a combination of the total number of years of training and teaching experience. Currently many school boards use the training categories established by the Teacher Qualification Service for placement on their salary grid. This agency is jointly funded by the B.C. School Trustees Association and the B.C. Teachers' Federation. Most provincial school boards have adopted a ten-increment salary grid with all educators reaching maximum salary after 10 years of experience. Following a period of low educator turnover within the public school system, approximately 63 per cent of educators have 10 or more years experience. The average salary of provincial teachers/administrative officers was $39,216 (including all allowances, but excluding benefits) during the 1987/88 school year.

Average Public School Educators' Salaries (Including all allowances and estimated benefits) 1980/81 - 1987/88



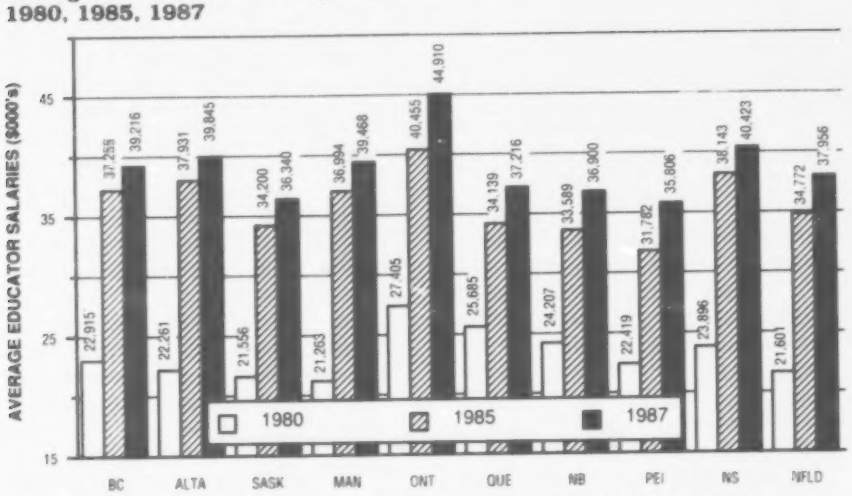
SOURCE: Schools Research & Analysis Branch

Educator Salary Information 1981/82, 1985/86 - 1987/88



SOURCE: Schools Research & Analysis Branch

Average Educator Salaries by Province
1980, 1985, 1987



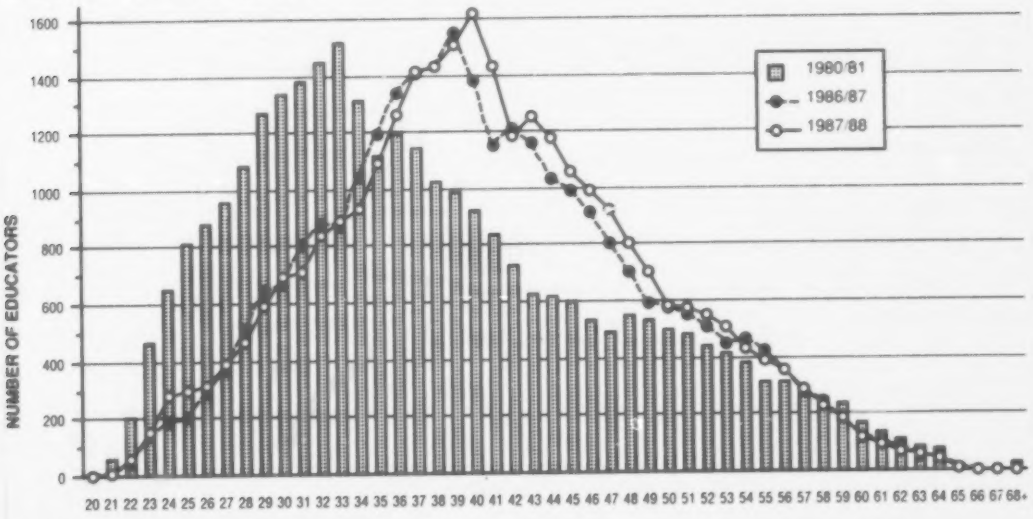
NOTE: Because of differences in reporting average educator salaries, caution should be exercised in comparing results by province.

SOURCE: Schools Research & Analysis Branch; Council of Ministers of Education, Canada

Age Distribution of the Teaching Force

Since 1980/81, the average age of the teaching force has been gradually increasing. Despite the retirement of 507 educators during the 1987/88 school year the average age of the teaching force remains at 41. It should also be observed that an even larger percentage of educators now fall within the 41-50 and 51+ age ranges. A "retirement bulge" may have a significant effect on the

Age Distribution of Reporting B. C. Educators
1980/81, 1986/87, 1987/88



SOURCE: Schools Research & Analysis Branch

S5

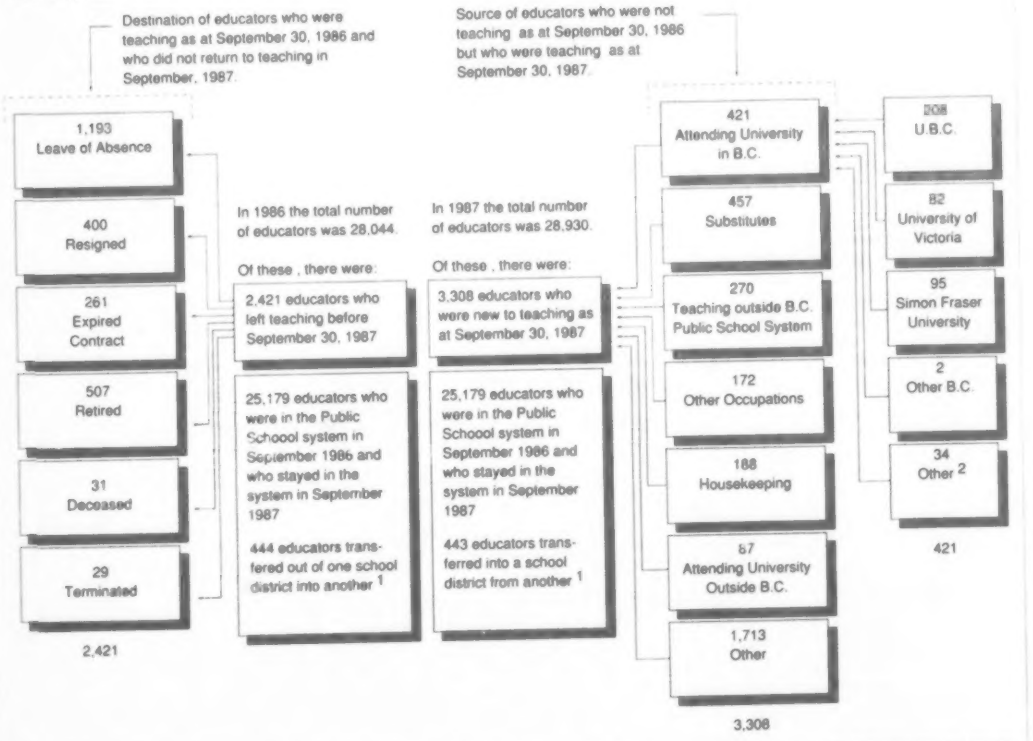
supply and demand for educators in the next five to 10 years. A number of additional educators will also be required to replace those who leave the profession for other reasons and to accommodate projected student growth.

Teachers' Early Retirement Incentive Plan

In 1986/87, the government introduced three early retirement plans effective from April 1, 1987 to June 30, 1989 (now extended to September 4, 1989). The plans are aimed at creating employment opportunities for unemployed educators and new graduates. The effect of the plans is as follows:

- 55 and Out - Under this plan, the normal pension reduction for persons between 55 years of age and 60 years of age was removed. Some 230 educators have availed themselves of this plan.
- Career Transition Incentive Plan - A retirement gratuity is offered to educators under 55 years old who are considering leaving the public school system. Some 83 educators have taken this option in the first year.
- Phased Retirement - This plan allows educators 55 years of age and over to phase in their retirement by reducing their hours of work in the pre-retirement period. The plan was implemented in the spring of 1988, and to date, no indication of the numbers participating in the plan is available.

The Teaching Force in Public Schools (Headcount) 1987/88


Destination of educators who were teaching as at September 30, 1986 and who did not return to teaching in September, 1987.
Source of educators who were not teaching as at September 30, 1986 but who were teaching as at September 30, 1987.
1,193 Leave of Absence
400 Resigned
261 Expired Contract
507 Retired
31 Deceased
29 Terminated
2,421
In 1986 the total number of educators was 28,044.
Of these, there were:
2,421 educators who left teaching before September 30, 1987
25,179 educators who were in the Public Schoool system in September 1986 and who stayed in the system in September 1987
444 educators transfered out of one school district into another 1
In 1987 the total number of educators was 28,930.
Of these, there were:
3,308 educators who were new to teaching as at September 30, 1987
25,179 educators who were in the Public Schoool system in September 1986 and who stayed in the system in September 1987
443 educators transferred into a school district from another 1
421 Attending University in B.C.
457 Substitutes
270 Teaching outside B.C. Public School System
172 Other Occupations
188 Housekeeping
87 Attending University Outside B.C.
1,713 Other
3,308
208 U.B.C.
82 University of Victoria
95 Simon Fraser University
2 Other B.C.
34 Other 2
421

1 There is a discrepancy of one between the number of educators indicating they would transfer and the number who have since indicated they did transfer.

2 Persons whose initial teacher training was obtained outside B.C. but who were attending university in B.C. in 1986/87.

SOURCE: Schools Research & Analysis Branch

Educator Demand-Supply

There has been steady growth in the provincial population, including school age children, over the last five years. Elementary school enrolment continues to grow, and the decline in the secondary school enrolment will likely be reversed in the immediate future. Enrolment projections indicate that by the mid 1990s there will be approximately 550,000 students in provincial schools, more than ever before, and this may possibly grow by an additional 50,000 students by the turn of the century.

The combination of an aging teaching force and low faculty of education enrolment raises legitimate concern about the ability of this province to supply enough educators to meet the potential demand. During the next school year, the Ministry of Education will conduct further studies on supply and demand with the objective of attempting to predict more accurately the Province's future educator requirements.

SUPPLEMENT # 6
LEGISLATIVE SERVICES

Legislative Initiatives

One theme consistent throughout the legislative initiatives for the year was that of increasing the local autonomy of school boards. To this end, significant amendments were made to the *School Act* and School Act Regulation providing for greater local control. Eighty-six sections of the School Act Regulation were repealed and 15 amended in order to meet this goal. *The School Act* was amended so as to provide teachers full collective bargaining rights on most matters concerning their employment relationship and to create the new position of "administrative officer" more specifically defining the role of principals, vice-principals, and directors of instruction as part of the management team of the school board. Pre-approval by the Minister of capital plan by-laws was deleted, and an amendment was made to protect school trustees and other officers of a school board from actions brought against them in the course of the *bona fide* performance of their duties. Parenthetically, it is observed that the *Local Election Reform Act, 1987*, introduced a system of three year general local elections applying to all local governments including school boards.

The *School Support (Independent) Act* was amended to permit the children of personnel in the federal diplomatic corps and those on approved exchange programs to be counted in the grant calculation for Group 1 and Group 2 schools. The amendments also changed the waiting period for schools to receive government grants from three years to one, and revised the grant payment schedule starting in 1987/88. The amendments clarify that the Ministry of Education tests and examinations are mandatory for Group 2 schools, and ensure that teachers who had taught at least 10 years in a public or independent school on a full-time basis before July 1, 1987 were deemed to have been granted certification by the Inspector of Independent Schools. The amendments further provided that authorities operating non-funded independent schools for profit could voluntarily seek accreditation of such schools from the Inspector of Independent Schools by complying with prescribed bonding requirements and by paying accreditation and inspection fees. Finally, a regulation authorized the Minister of Education to enter into a Master Tuition Agreement with the federal government relating to the education of Native Indian children.

Legislative Amendments Listed in Chronological Order

1. Effective May 26, 1987 (the date that the *Teaching Profession Act* received Royal Assent), section 91, the commencement section of the *Teaching Profession Act* came into force.

2. Effective June 23, 1987, the sections of the *Teaching Profession Act* governing the establishment of the first election commission were brought into force via B.C. Reg. 168/87. This commission arranged for the first election of members to the Council of the College of Teachers.

3. Effective July 7, 1987, the *School Support (Independent) Amendment Act, 1987* came into effect via B.C. Reg. 211/87 (except for s. 1(b)). This Act:
   - permitted children of the federal diplomatic corps and those on approved exchange programs to be counted in the grant calculation for Group 1 and 2 schools;

- changed the waiting period for schools to receive government grants from three years to one year;
- clarified that Ministry of Education tests and examinations are mandatory for Group 2 schools;
- revised grant payment schedules starting in 1987/88;
- ensured that teachers who had taught at least 10 years in a public or independent school on a full-time basis before July 1, 1987 were deemed to have been granted certification by the inspector; and
- ensured that authorities operating non-funded independent schools for profit could voluntarily seek accreditation of such schools from the Inspector of Independent Schools by complying with prescribed bonding requirements, by providing such documents, and requirements ordered by the Lieutenant Governor in Council, and by paying accreditation and inspection fees imposed by the Lieutenant Governor in Council.

4. Effective July 15, 1987, OIC 1390/87 gave approval to the Minister of Education to give indemnities to the boards of every school district substantially for the amounts governing the matters and things and subject to the conditions all as set out for Standard Comprehensive General Liability Coverage and For Standard Crime in the School Protection Program Reference Manual. This order implemented a self-insurance program for all school boards.

5. Effective August 17, 1987, B.C. Reg. 285/87 updated the Schedules to Prescribed Materials Regulation with numerous changes to the courses of study, textbooks, and curriculum guides used in the public schools in 1987/88.

6. Effective August 17, 1987, B.C. Reg. 284/87 updated the Correspondence Education Regulation by updating course lists and textbooks to be used in 1987/88. In addition, tuition fees were set at $25 per secondary course for school age persons and at $50 per secondary course for persons over school age.

7. Effective September 4, 1987, OIC 1725/87 ordered that, except for judges, each first election commissioner (pursuant to the *Teaching Profession Act*) be paid $500
   - for each day up to a maximum of five days spent developing the s. 10 (3) rules; and
   - for each day up to a maximum of nine days before January 1, 1988 spent preparing for, monitoring, supervising, and reporting the results of the first election.

8. Effective September 17, 1987, OIC 1849/87 ordered that operating grants to school boards be reduced by the salary costs for those school board employees absent as a result of the June 1, 1987 work stoppage.

9. Effective October 14, 1987, B.C. Reg. 367/87
   - added the *School Support (Independent) Act* to the list of Acts to which the Bonding Act applies; and
   - amended the Bonding Regulations by adding a division concerning bonds under the *School Support (Independent) Act*.

   This regulation applied to non-funded independent schools that are operated for profit.

10. Effective October 14, 1987, B.C. Reg. 379/87 brought into force the Accreditation of Independent Schools Regulation with respect to non-funded independent schools that are operated for profit.

11. Effective November 10, 1987, B.C. Reg. 418/87 brought into force sections 9, 11(1), 12 to 41, and 43 of the *Teaching Profession Act*. These sections related to provisions governing the operation of the council of the College of Teachers.

12. Effective December 7, 1987, B.C. Reg. 432/87 brought into force section (1)(b) of the *School Support (Independent) Act* which ensured that the definition of "certified" applies to a person holding a certificate or letter of permission issued under the *Teaching Profession Act*.

13. Effective December 17, 1987, section 50 of the *Miscellaneous Statutes Amendment Act (No. 5), 1987* came into force. Section 50 provided that during the fiscal year 1987/88, an amount not exceeding $442,000 may be paid out of the consolidated revenue fund to permit the Minister of Education to make a loan to a company incorporated by a school board under section 89.1(2) of the *School Act*, where that company is incorporated to operate and manage a school in Hong Kong.

14. Effective December 22, 1987, B.C. Reg. 418/87 brought into force sections 3, 88, and 90 of the *Teaching Profession Act* dealing with membership in the College and transitional sections concerning collective bargaining.

15. Effective December 24, 1987, B.C. Reg. 451/87 brought into force section 117 of the *Expropriation Act* which repealed sections 171-176 of the *School Act*. The purpose of the *Expropriation Act* is to provide a uniform code for expropriations in the Province. It is based on recommendations made by the Law Reform Commission and on representations made by interested parties following earlier publication of green and white papers by the government on a new expropriation statute. School boards continue to expropriate under section 166(1)(c) of the *School Act* subject to the procedural requirements of the *Expropriation Act*. The decision to expropriate and the approval of that decision will continue to be with the school board unless the Lieutenant Governor in Council designates the Minister of Education as the approving authority.

16. Effective December 24, 1987, B.C. Reg. 457/87 brought into force sections 35 to 38, and 42 to 44 of the *Miscellaneous Statutes Amendment Act (No. 5), 1987* which amended the *School Act* and the *School Support (Independent) Act*.
    - The definition of "public school" in section 1 of the *School Act* was amended to provide that it does not include a school established by a corporation under section 89.1. Section 89.1 is a new section that provides for the incorporation of a company by a school board for the purpose of establishing an independent school that is operated for profit and is outside the Province.
    - Section 17 of the *School Act* was amended to permit the Lieutenant Governor in Council to fix fees for the review or re-read of examinations.
    - Section 89.1 (a new section) was added to the *School Act* to permit a school board, with the prior approval of the Minister, to incorporate a company for the purposes of operating for profit a school that is located outside the Province and that is accredited pursuant to section 14 of the *School Support (Independent) Act*. The amendment provides that the beneficial ownership of shares will be held by the board and cannot by disposed of without the consent of the Minister. The amendment also provides that a school board which has incorporated such a company cannot borrow money for, or guarantee the loans of, the company.
    - Section 95 of the *School Act* was amended based on a recent amendment to the *Municipal Act* and protects trustees and other employees and officers of the board from actions brought against them in the bona fide performance of their duties. The amendment does not absolve a

board of trustees from vicarious liability arising out of a tort committed by a trustee, officer, or employee which the board would have been liable for had the amendment not been in force.

- Section 216(2)(c) of the *School Act* was amended by deleting the requirement of pre-approval by the Minister of a capital plan by-law. The approval will occur after the by-law has been adopted by the school board.
- The definition of "authority" in section 14(1) of the *School Support (Independent) Act* was amended to permit the operation of a school for profit outside the province. Such a school can now be inspected and accredited by the Inspector of Independent Schools.
- Section 15 of the *School Support (Independent) Act* was amended to permit the Lieutenant Governor in Council to impose a fee respecting the recovery of the cost of inspection of non-funded independent schools operating for profit for the purposes of accreditation.

17. Effective January 1, 1988, numerous amendments of the *School Act* came into force via the *Teaching Profession Act*. These amendments involved a new full scope system of teacher-school board bargaining concerning salaries and terms and conditions of employment as well as changes with regard to teacher appointment, reassignments, and dismissals. The amendments also created the new position of "administrative officer" for principals, vice-principals, and directors of instruction.

18. Effective January 1, 1988, B.C. Reg. 431/87 repealed the Teacher Certificates of Qualification Regulation made under the *School Act* since all educator certification requirements will be governed by the council of the College of Teachers pursuant to the *Teaching Profession Act*.

19. Effective January 1, 1988, B.C. Reg. 450/87 significantly amended the School Act Regulation in accordance with the Ministry policy of having the school board and not the Lieutenant Governor in Council responsible for the day to day operation of public schools. Of the 155 sections of the School Act Regulation: 84 were repealed, 12 were amended, and 59 remained unchanged. Of the 96 sections that were repealed or amended, 35 were consequential to changes in the *School Act* resulting from the *Teaching Profession Act*, 32 were policy related changes, and 29 were housekeeping.

20. Effective January 1, 1988, B.C. Reg. 457/87 brought into force sections 39 to 41 of the *Miscellaneous Statutes Amendment Act (No. 5)*, 1987 which amended the *School Act*.
    - Section 119(3) of the *School Act* was amended to permit school boards to assign the powers and duties of head teachers and school district supervisory personnel rather than having their duties assigned by the Lieutenant Governor in Council in the School Act Regulation.
    - Section 120 of the *School Act* was amended to clarify that it is the district superintendent that actually reassigns educators under section 6(1)(e) of the School Act on the authorization of the board.
    - Section 140 of the *School Act* was amended to clarify that the restrictions on matters to be included in teachers' conditions of employment agreements apply both to teachers' unions and associations.

21. Effective January 21, 1988, OIC 97/88 proclaimed that the week of February 29, 1988 to March 4, 1988 be designated as Education Week in B.C. The order also states that the ideal of an educated citizenry is related to the four goals of schooling: intellectual, vocational, social, and human development.

22. Effective February 5, 1988, B.C. Reg. 50/88 amended section 136(b) of the School Act Regulation by substituting the "Minister of Advanced Education and Job Training" for the "Minister of Labour." This was simply a housekeeping amendment.

23. Effective February 11, 1988, OIC 229/88 rescinded OIC 1617/78 which required that directors of instruction be classified as major supervisory officers and thus exempt from B.C.T.F. membership under the authority of section 141(d) of the *School Act*. Since section 141 of the *School Act* was repealed by section 79 of the *Teaching Profession Act*, the above housekeeping amendment was enacted.

24. Effective February 25, 1988, B.C. Reg. 71/88 repealed section 83 of the School Act Regulation and substituted a new section 83 outlining certain duties of teachers. In addition, sections 83 to 85 of the School Act Regulation were repealed and a new section 85 enacted dealing with hours of duty of teachers.

25. Effective March 11, 1988, B.C. Reg. 78/88, under the authority of the *Education (Interim) Finance Act*, repealed the 1982 and Subsequent Years Payment of Non-Residential Taxes Regulation and enacted the Non-Residential School Tax Remitting Regulation. Ths regulation specifies how municipalities are to pay tax instalments to the Minister of Finance and Corporation Relations. In addition, schedules A to E were prescribed related to forms that, commencing in 1988, municipalities must complete related to remittances, reconciliations, tax levy summaries, and collections.

26. Effective March 25, 1988, OIC 497/88 ordered that the Minister of Education may enter into an agreement substantially in the form of a Master Tuition Agreement (as attached to the Order In Council) relating to the education of Native Indian children.

27. Effective March 25, 1988, OIC 549/88 ordered that the period and the terms of reference of the Royal Commission on Education be extended from April 1, 1988 to June 1, 1988.

28. Effective March 25, 1988, OIC 564/88 ordered that a Proclamation be issued under the Great Seal of the Province recognizing the Sechelt Indian District Council established under the *Sechelt Indian Band Self Government Act (Canada)* as the governing body of the Sechelt Indian Government District. The *Sechelt Indian Government District Enabling Act* enables the Province to extend municipal benefits to the Sechelt Indian Government District, and to provide assistance where the District desires to provide municipal type services.

29. Effective April 21, 1988, OIC 714/88, under the authority of the *Education (Interim) Finance Act*, set the rates to be applied for the calendar year 1988 to the net taxable values of all non-residential land and improvements in each school district for each of the property classes 2-9 prescribed under the *Assessment Act*.

30. Deposited April 22, 1988, B.C. Reg. 173/88 amended the Prescribed Materials Regulation effective September 1, 1988 by updating curriculum guides, textbooks, and other instructional materials for use in the public schools.

31. Deposited May 10, 1988, B.C. Reg. 190/88 ordered that effective September 1, 1988, a Provincial Examination Re-read Fee Regulation be made setting a fee of $30 in regard to a request made for the re-reading of a provincial examination paper. Also effective September 1, 1988, the *Financial Administration Act* directive issued with respect to examination re-read fees was re-

scinded. The end result is that the authority for re-read fees is now made under the authority of the *School Act* and not the *Financial Administration Act* as requested by the Ministry of Finance and Corporate Relations.

32. Effective May 19, 1988, OIC 916/88 ordered that the Minister of Education be authorized, subject to section 2(3) of the *School District Housing Act*, to grant approval to the Board of School Trustees of School District No. 88 (Terrace) to provide housing accommodation for its employees in the manner provided in the above Act.

33. Effective May 28, 1988, OIC 1010/88 ordered that the period and the terms of reference of the Royal Commission on Education be extended from June 1, 1988 to July 15, 1988.

34. Deposited June 13, 1988, B.C. Reg. 232/88 orders that the Correspondence Education Regulation be amended effective September 1, 1988 by increasing tuition fees and updating course and textbook schedules.

35. On June 23, 1988, the *Miscellaneous Statutes Amendment Act (No. 2), 1988* (Bill 52) was given First Reading. The following statutes relating to education were amended and these amendments came into force via B.C. Reg. 266/88 effective July 11, 1988.

School Act

- Sections 15-17 were amended to eliminate the requirement to deposit with the Registrar of Regulations orders made under these sections where the word "prescribe" is not used.
- Section 17 was amended to permit the Lieutenant Governor in Council to charge a fee for the General Education Development Testing Program, to charge a fee for historical Grade 12 transcript searchers and to establish fees for different circumstances where he has the power to fix or establish fees.
- Section 99 was amended to prevent a person who is not a qualified medical practitioner from becoming a school medical officer.
- Section 100(5) was amended to enable administrative officers, as well as teachers, to report pupils suffering from a communicable disease or other physical or mental condition inimical to the health or welfare of the other pupils.
- Section 100(6) was repealed to permit pupils with certain communicable diseases to attend public school classes in accordance with current Ministry policy.
- Section 122.7(4) was amended to permit a board of reference to consider similar fact evidence which comes to light after the written notice but before the date of a board of reference hearing.
- Section 154(4) was amended to change the Ministry reference to the existing Ministry of Social Services and Housing.

Education (Interim) Finance Act

- Section 2(3) was amended to permit the Minister of Education, rather than the Lieutenant Governor in Council, to determine the amount of a supplementary grant to a school board.
- Section 3 was repealed as being unnecessary since section 243 of the *School Act* authorizes the collection of enrolment information by the Ministry of Education.
- Section 6 was repealed and a new section 6 substituted which permits the Minister of Education, rather than the Lieutenant Governor in Council, to authorize the making of special aid grants to a school board.

Teaching Profession Act

- Section 28 was amended to permit the council or the discipline committee to investigate the conduct of a College member on receipt of a report of the Registrar of the College.

36. On June 29, 1988, section 26 of the *Miscellaneous Statutes Amendment Act (No. 1), 1988* was given Royal Assent. This section repealed section 11(2.2)(c) of the *Pension Teachers Act* and introduced a new subsection (c) which clarified that a teacher cannot take both the "55 and out" under this Act and an early retirement incentive from a school board where the school board plan was established before April 1, 1987. This amendment to the *Pension (Teachers) Act* was deemed, via section 34(2) of the *Miscellaneous Statutes Amendment Act (No. 1), 1988*, to have come into effect as of April 1, 1987 despite any court decision to the contrary.

37. On June 29, 1988, sections 51 - 66 of the *Pension (Miscellaneous Amendments) Act, 1988* were given Royal Assent. These sections made numerous amendments to the *Pension (Teachers) Act* including
    (i) effective June 29, 1988, repealing section 11(2.1)(b) and introducing a new paragraph (b) which extended the "55 and out" program to teachers who will turn 55 before the commencement of school in September 1989. (Section 59(b) of the *Pension (Miscellaneous Amendments) Act, 1988.)*

    and

    (ii) effective June 29, 1988, amending section 15 by adding a subsection (1.1) which provided that unless the Teachers' Pension Board otherwise orders, no person is entitled to a superannuation allowance under section 11(1)(c) if that person's certificate of qualification has been suspended or cancelled for cause under section 15(g) of the *School Act* or section 34(1)(b) or (c) or section 37 of the *Teaching Profession Act*. (Section 63 of the *Pension (Miscellaneous Amendments Act, 1988.)*

38. Effective June 30, 1988, sections 63, 66, and 87 of the *Teaching Profession Act* came into force. These sections relate to leaves of absence and layoff agreements.

39. Effective July 1, 1988, B.C. Reg. 450/87 ordered that sections 57 and 58 of the School Act Regulation be repealed. These sections relate to teacher sick leave extensions and teacher leave for specific purposes. These matters are now part of the collective bargaining process for the 1988/89 and future school years.

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